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UNION STREET

a study by the Department of City Planning

March 1979 San Francisco

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INTRODUCTION

Union Street is one of the city's most famous neighborhood commercial districts and like all others, is continually changing. In recent years it has undergone a rapid transformation from a local neighborhood retail and service area to a citywide or regional specialty district. In the 1960's it acquired a reputation for boutiques and antiques. Now in the 1970's it is known for its evening attractions: bars, restaurants, and other places of entertainment.

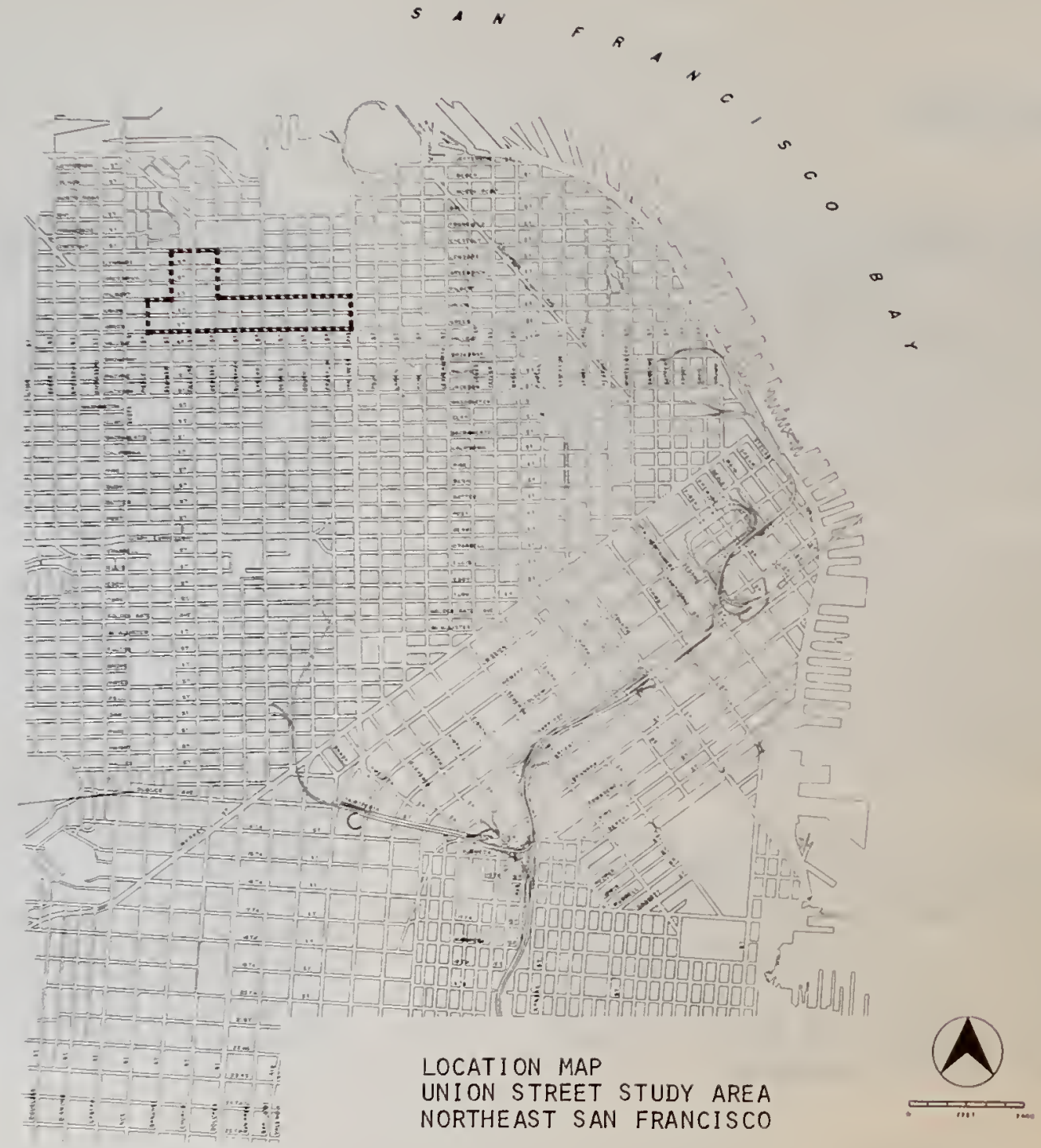
This rapid change and intensification of commercial activity has dramatically influenced the quality of neighborhood life for local merchants and residents. Neighbors have become increasingly alarmed about the apparent loss of neighborhood-serving retail and service establishments, and the concomitant increases in traffic congestion, parking problems, noise, and other nuisances.

Concerned residents and businessmen, believing the proliferation of bars, restaurants, and other places of entertainment to be a significant factor affecting the unwelcome changes in the Union Street area, asked the Board of Supervisors to enact a moratorium on the approval of any permits for the establishment or expansion of these types of establishments.

The Board of Supervisors enacted Ordinance 558-77, effective January 23, 1978, creating a one-year moratorium on the approval of permits for the establishment of bars, restaurants, places of entertainment, dance halls, and discotheques pending the outcome of a study to determine whether a special use district should be established for the portion of Union Street between Van Ness Avenue and Steiner Street, and Fillmore Street between Union Street and Lombard Street.

On April 20, 1978, the City Planning Commission passed Resolution No. 7941, instituting a policy of discretionary review to monitor all building activity which might have a bearing on the future character of Union Street.

In response to neighborhood requests and the actions of the Board of Supervisors and the City Planning Commission, the Department of City Planning has undertaken this study of the Union Street area. The study examines demography, land use, economic data, transportation and parking, police statistics, and other factors bearing on the situation. It evaluates various alternatives and recommends controls under which additional growth in the area would take place.



LOCATION MAP
UNION STREET STUDY AREA
NORTHEAST SAN FRANCISCO

FIGURE 1

BACKGROUND

STUDY AREA

The Union Street commercial area which is the subject of this report is comprised of the C-2 (Community Commercial) zoned land on Union Street between Van Ness Avenue and Pierce Street as well as Fillmore Street between Union Street and Lombard Street. Throughout this report the terms Union Street and Union Street Study Area shall be used to describe the entire commercial area, including Fillmore Street.

The Union Street commercial area under study is located in northwest San Francisco in a neighborhood known variously as Cow Hollow, Golden Gate Valley, and Pacific Heights. In this report,background information describing neighborhood characteristics is presented for the immediate neighborhood bounded by Van Ness, Lombard, Pierce and Broadway, referred to as the Neighborhood Study Area.

HISTORY

"Cow Hollow is old-time vernacular for the valley lying west of Van Ness Avenue between Russian Hill and the Presidio. The name nowadays is applied to the locality around Union Street's 1600 to 2000 blocks--a patch of ex-cow country where shoppers have replaced milk maids and cash registers ring more briskly than cow bells ever did.

"In post-Gold Push days, this district was a green dale watered by the surrounding hills and small creeks seeking the Bay. The first dairy was established there in 1861, and 30 others followed. Soon hundreds of cows shared the grasslands with wild ducks, quail and rabbits.

"Besides supplying early San Francisco's milk, the Hollow was the communal wash basin. Fresh water was scarce along the Barbary Coast in the 1850's, so much so that rich miners sent their laundry to Honolulu and even to China to be washed. Consequently, the little lake located beyond the city's limits in the area roughly bounded by Franklin, Octavia, Filbert and Lombard Streets became a drawing card. Laguna Pequena, as it was referred to on early maps, was used by the robust washerwomen who took in laundry from the Presidio officers and by thrifty housewives who congregated there from all over town on washday outings. The locals dubbed it Washerwoman's Lagoon.

"This bucolic era ended with the 1800's. Tanneries, slaughter houses and sausage factories crept into the valley. They were tolerated for a while...until their offensive odors reached the nostrils of the bonanza kings and affluent businessmen building homes on nearby Pacific Heights.

"The cows were banished by the Board of Health around 1900. Washerwoman's Lagoon was filled when tannery wastes fouled its waters a few years later. After than Cow Hollow developed into a district of sedate residences and modest stores.

"By the middle of this century outer Union Street was a non-descript service area running heavily to hardware stores, garages, groceries, five-and-dime stores, laundries, barber shops, and the like, with a few houses in between.

"Union Street's rejuvenation began in the late 1950's when local merchants became aware of the possibilities in Cow Hollow's old clapboard dwellings, its converted carriage houses and surviving stables and barns. Buildings were renovated and stylish antique shops and home furnishings showrooms began to take their place among the traditional neighborhood retail and service establishments."[1]

As Union Street's economic renaissance has continued, more and more establishments with a regional commercial appeal, such as boutiques and eating and drinking places have brought significant changes to the character of the street and neighborhood. Business activity has increased tremendously, particularly in the growth of upper story office uses. Property values, both commercial and residential have risen dramatically. A significant number of young single persons have been moving into the neighborhood.

Residents and merchants alike, while pleased with the success and popularity of their shopping area, are concerned about the decreasing availability of local goods and services, the demand for parking created by increased numbers of customers arriving by automobile, and most importantly, the shift in orientation from a daytime commercial area to a noisy, congested evening entertainment district.

DEMOGRAPHY

The Union Street Neighborhood Study Area can briefly be characterized as a predominantly white, upper middle class neighborhood of approximately 10,000 residents. It has a higher concentration of young single persons and childless couples than the city as a whole. On the average, these residents are well educated and employed in white collar occupations. Median family income is well above the city average.

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1. Reprinted with permission from the Union Street Association.

Current demographic data for the study area are not available. Estimates of population based on the 1970 Census cannot be computed with acceptable tolerances of error for so small a geographic area. Therefore, 1970 figures are presented with the caution that significant changes may have occurred during the past eight years.

The 1970 Census reported 5,507 dwelling units within the Neighborhood Study Area and 4,210 automobiles associated with those units.

TABLE 1. Demography

POPULATION	STUDY AREA		CITYWIDE	
White	8823	88.4%	409,285	57.2%
Latin	569	5.7	101,901	14.2
Black	49	.5	96,078	13.4
Chinese	333	3.3	58,696	8.2
Filipino	53	.5	24,694	3.5
Japanese	89	.9	11,705	1.6
Am. Indian	8	.1	2,900	.4
Other	60	.6	10,415	1.5
TOTAL	9985	100%	715,674	100%

MARITAL STATUS	MALE	FEMALE
Married	2100	2100
Single	1400	2400
Divorced	250	600
Widowed	120	900

AGE	STUDY AREA	CITYWIDE
Under 20	12.0%	25.4%
20 - 24	12.5	10.5
25 - 34	25.6	15.0
35 - 54	23.0	25.2
Over 55	27.0	25.7

EDUCATION*	STUDY AREA	CITYWIDE
High School Diploma	75%	61%
Some College	44	32
College or Advanced Degree	27	16

*25 years and older

LABOR FORCE	STUDY AREA	CITYWIDE
Professional, Managerial	37.8%	25.4%
Clerical, Sales	41.2%	36.1%
Craftsmen, Operators	8.5%	18.7%
Service Workers*	8.7%	14.3%
Others	3.8%	5.5%
TOTAL	(5584)	(318,311)

*Does not include private household workers

NEIGHBORHOOD CONCERNS

LAND USE

The loss of neighborhood oriented commercial uses and the concomitant growth of establishments catering to a citywide or regional and tourist clientele are frequently mentioned neighborhood concerns. There seem to be fewer retail outlets for sale of convenience goods for the local residents today, and the new businesses tend to be open during the evening hours causing a dramatic increase in nighttime activity. Residents claim that this shift in the mix of commercial uses to regional and nighttime establishments creates traffic, parking, noise and nuisance problems which extend beyong the commercial area and disrupt the residential tranquility of the entire neighborhood. Similarly, residents are concerned that the extensive conversion of upper story residential units to offices reduces the housing supply and generates a strain on daytime activity, traffic and parking.

Most merchants enjoy increased business as a result of the overall economic revitalization of Union Street. Nevertheless, many merchants share residents' apprehensions that the preponderance of bars, restaurants and places of entertainment in combination with fashionable, expensive boutiques has skewed the balance of retail goods and services available and threatens the essential viability of the commercial district.

Various data were researched to determine the changes in retail goods and services offered on Union Street during the past twenty years. Unfortunately, none of the sources used the same reporting format or retail categories and none agreed as to the total number or mix of uses. Nevertheless, certain conclusions can be drawn from the available data.

Table 2 presents six tabulations of land use on Union and Fillmore Streets between 1960 and 1978. Despite variations between sources it can be seen that there has been tremendous growth in the numbers of bars and restaurants, offices, clothing stores, art galleries, gift shops and other establishments which typically have a large trade area and are sometimes referred to as "shoppers goods" or "fashion merchandise". However, the number of groceries, pharmacies, beauty parlors and repair shops has remained relatively constant. The only category with a significant decrease is dry cleaners and laundries.

These data suggest that the growth in bars and restaurants, offices, and fashion merchandise has not been at the expense of neighborhood services but rather new growth which is the result of conversions from residential and some light industrial uses, as well as expansion and new

construction. Figure 4 shows that there have been considerable locational shifts in commercial land use as well as conversion of ground floor residential units to commercial spaces.

Figure 5 shows that upper story land use along Union and Fillmore Streets is relatively evenly distributed between residential (117 properties) and commercial plus office use (24 commercial properties plus 73 offices properties). This figure also shows that many properties have multiple uses on the upper stories.

Figure 6 shows that 56 of 97 properties used for commercial and office purposes were converted from residential use between 1970 and 1978. These calculations were based on a sidewalk survey which gauged commercial and office use by presence of display windows, signs, and doorbell nameplates. Units were not entered for inspection.

TABLE 2. Union Street Land Use, 1960-78

LAND USE	1978[1]	1978[2]	1977[3]	1970[3]	1969[4]	1960[3]
Antiques	15	21	19	20	19	9
Auto Repair, Service Station	3	4	1	2	4	3
Bars, Restaurants	47	54	42	21	41	17
Books, Stamps, Stationery	6	8	6	6	2	5
Building Materials, Hardware	4	2	4	2	6	7
Cleaners, Laundry, Alterations	10	6	6	13	18	16
Clothing, Accessories, Shoes	43	42	51	14	28	2
Financial Institutions	6	6	6	2	2	1
Furniture, Home Furnishings, Interior Decorating, Music, Upholstery	19	13	22	17	24	22
Florist, Nursery, Landscaping	6	4	6	8	6	5
Groceries, Bakery, Meat, Fish	13	13	10	12	14	12
Liquor, Wine (Retail)	4	4	5	3	1	3
Galleries, Gifts, Imports, Frames	42	37	38	37	23	14
Hair	13	16	18	20	17	14
Hotel, Motel	1	2	2	2	4	1
Jewelry	6	7	11	2	2	0
Miscellaneous, including Baby, Dance School, Fabric, Fortune, Fencing School, Needlework, Pets, Pottery Studio, Sporting Goods, Variety	15	14	12	10	24	10
Office, including Medical and Dental	106	17*5	259*6	65	52	32
Optical	3	3	3	0	3	0
Parking	4	2	3	2	7	1
Pharmacy	4	2	3	4	4	4
Repair, including Electrical, TV, Shoe	2	9	3	3	1	4
Theatre	2	2	2	1	2	1
Building Contractors	2	-	7	4	12	8
Manufacturing, including Furniture, Printing, Ice Cream, Ravioli	-	-	5	2	12	7
Wholesale	-	-	-	-	2	1
Church	1	-	1	1	1	1
Post Office	1	1	1	1	1	1
Vacant	7	-	36	24	-	27
Unspecific Listing, unknown if Residential, Office, or Retail	304	-	341	411	-	439

1. Student Survey. 2. Union Street Association 3. Polk City Directory
4. Department of City Planning 5. Ground floor only 6. Includes 2001 Union Street

UNION STREET
COMMERCIAL USE

1978

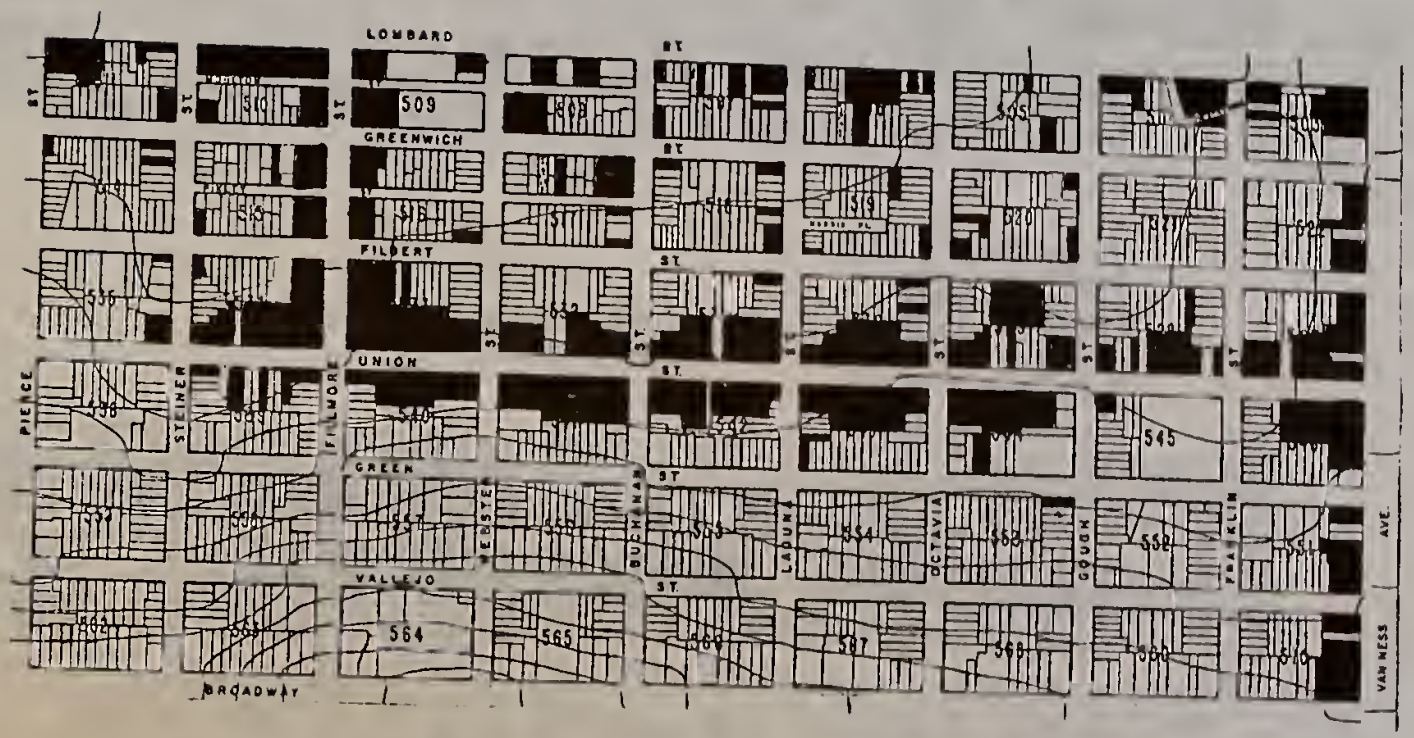


FIGURE 3

UNION STREET
LAND USE CHANGES, GROUND FLOOR

1970-1978

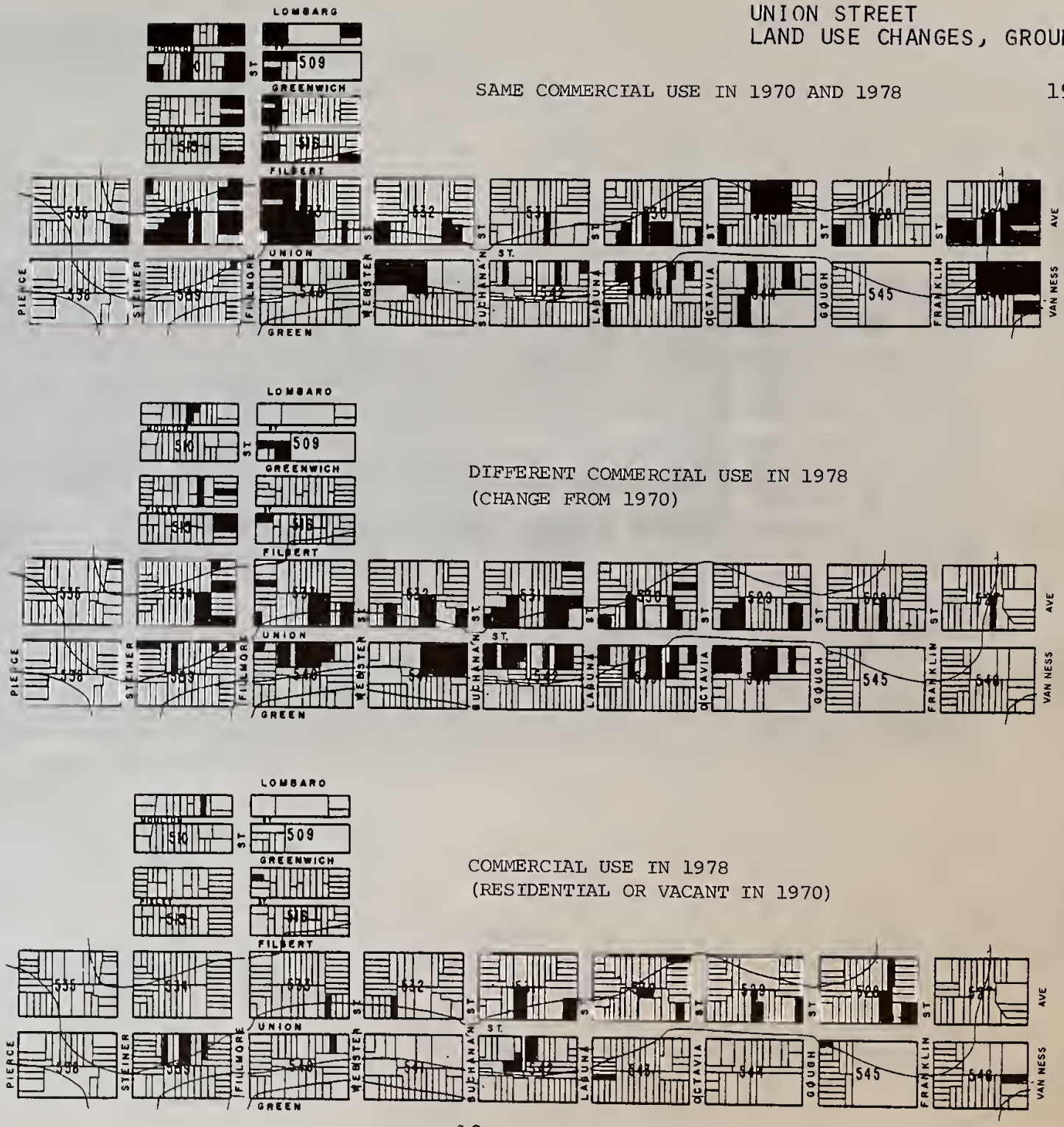
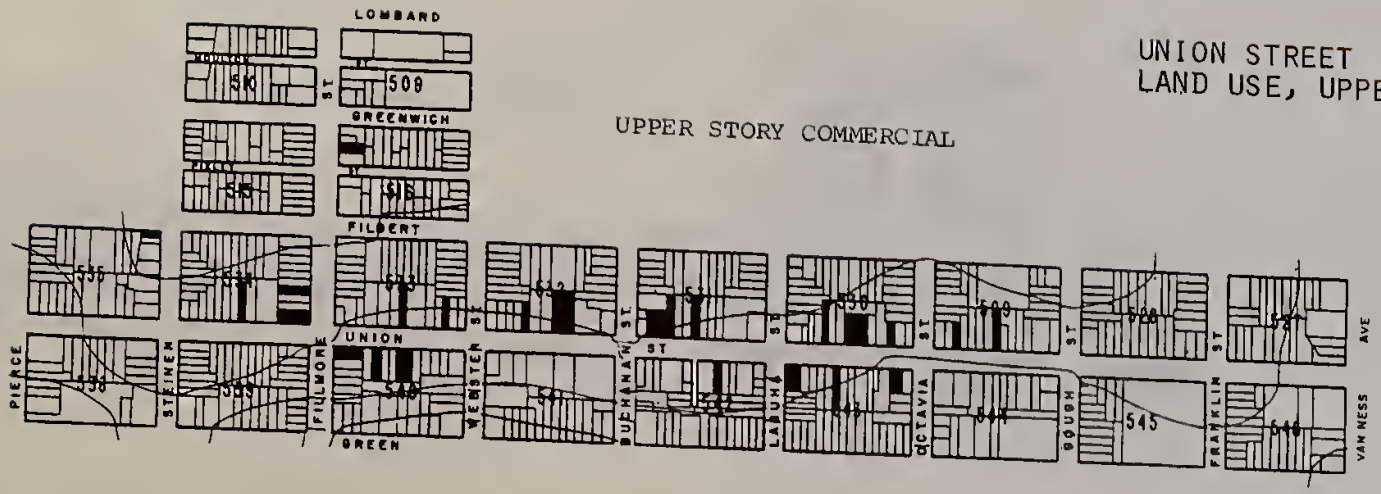


FIGURE 4

UNION STREET
LAND USE, UPPER STORY

1978



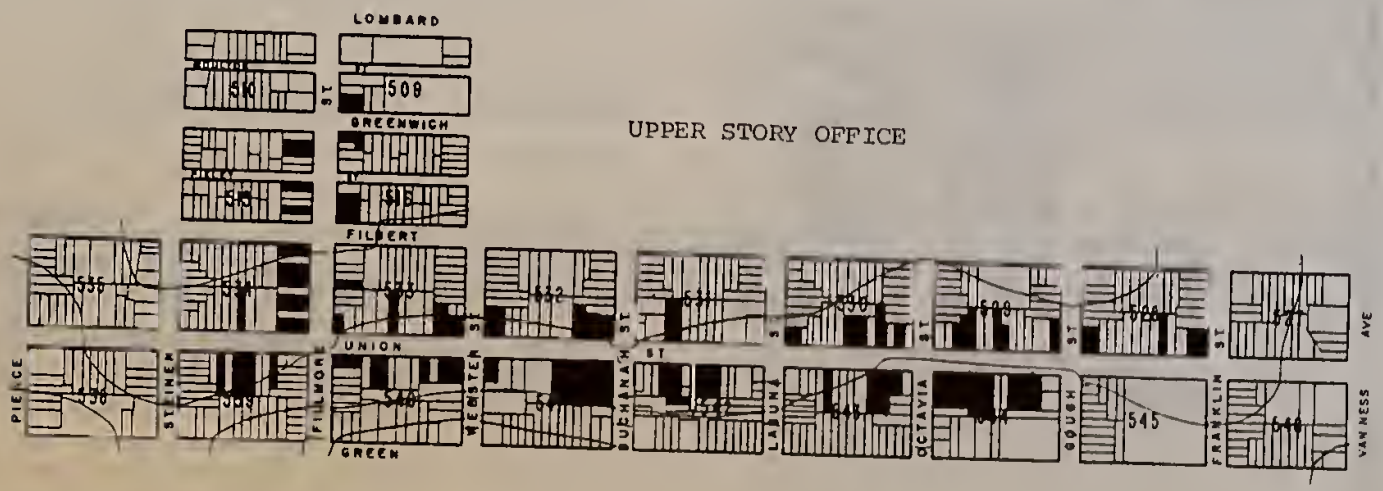
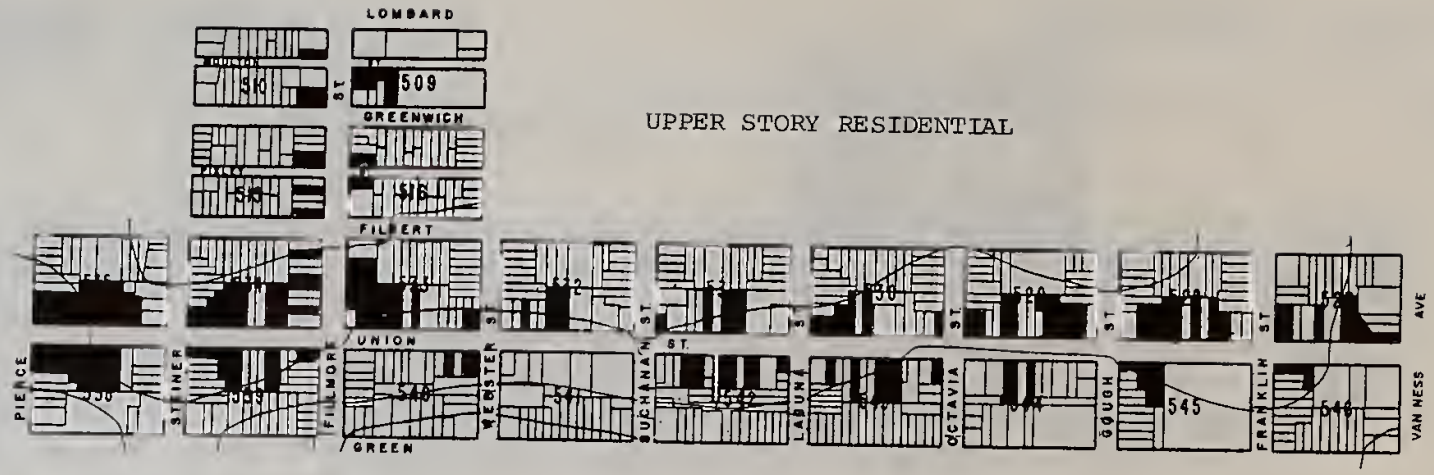


FIGURE 5



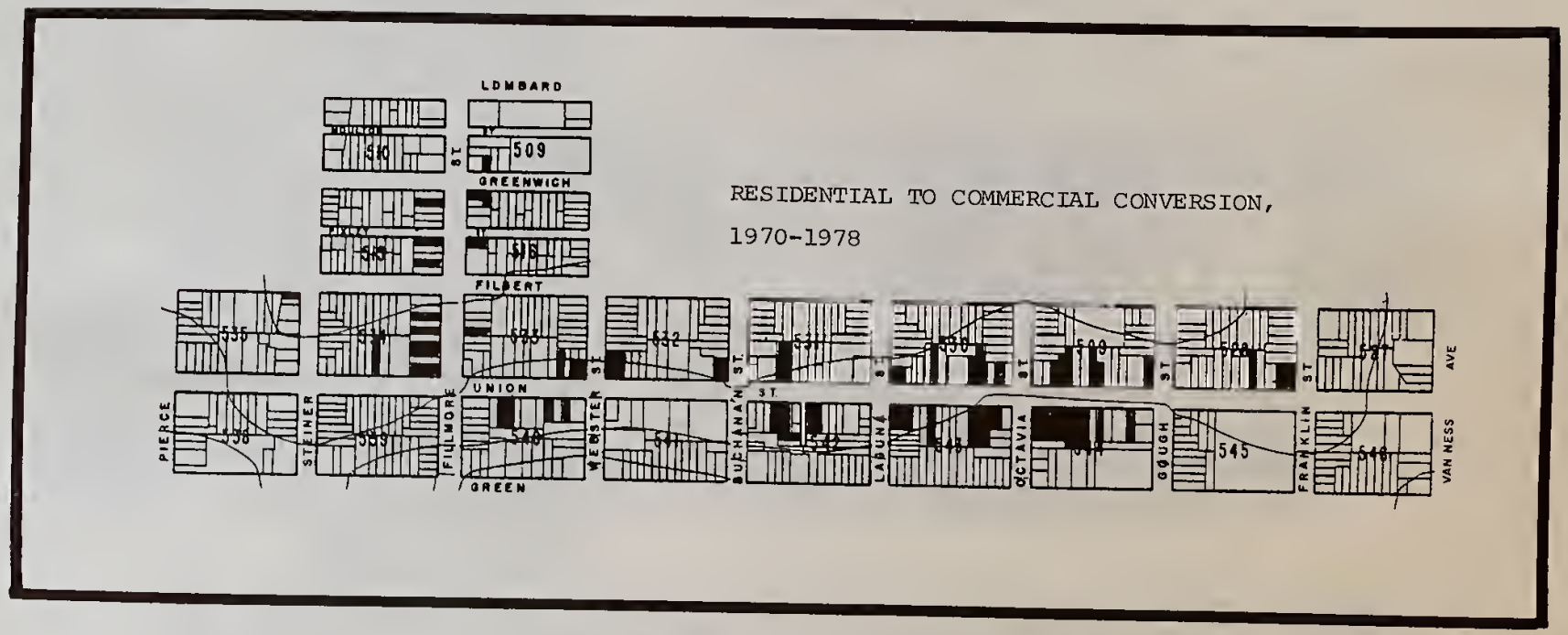


FIGURE 6 LAND USE CHANGES, UPPER STORY 1970-1978

BARS AND RESTAURANTS

Neighborhood merchants and residents concerned about the changing character of Union Street have singled out bars and restaurants as the primary cause of the deterioration of the quality of life in the neighborhood. Organized action by these groups led to the enactment of the Board of Supervisors' one-year moratorium on the approval of permits for bars, restaurants, and other places of entertainment in the Union-Fillmore area. That moratorium laid the foundation for this study.

Most complaints are based on the premise that 47 bars and restaurants in an eleven block commercial area is an undue concentration of eating and drinking establishments. While there is no consensus on what the appropriate number of such establishments for a given area would be, most agree that on Union Street the threshhold has been far surpassed.

Specific complaints regarding bars and restaurants cover a broad range of categories. A basic concern is that there has been a loss of neighborhood establishments and a dramatic shift from daytime to nighttime activity. A more general and subjective complaint is that the area has undergone a distinct change in image as the number of bars and restaurants has expanded, that the clientele is no longer a refined local group but has become a rougher and noisier crowd. Vandalism and public nuisance are attributed to the new users of Union Street as they leave the bars and other establishments late at night.

Detailed complaints have been made that specific establishments generate excessive noise as a result of faulty mechanical equipment, inadequate sound insulation, outdoor eating areas, and large weekend crowds of unruly patrons both inside the premises and on the adjacent sidewalk and streets. Complaints are made that unscreened kitchen and garbage storage areas generate unpleasant odors. In addition, traffic, parking, crime and noise problems are attributed to the increased numbers of bars and restaurants.

A total of 57 bars and restaurants are located in the Union Street Neighborhood Study Area. This includes 47 establishments on Union and Fillmore Streets and 10 establishments on Buchanan, Filbert, Greenwich, Lombard, and Steiner Streets. Table 3 presents an inventory of these establishments. The detailed explanation of characteristics which follows should be consulted before making inferences from the data.

A detailed analysis of Polk's San Francisco City Directory regarding the history of properties now used as bars or restaurants indicates that the number of establishments has doubled since 1973 and more than trebled since 1955. Table 4 shows the uses which have been replaced by bars and restaurants in the last 23 years. Each column gives the distribution of land use among the 56 properties which are bars or restaurants in 1978. For example, in 1975 there were listings for 46 bars and restaurants, one jewelry store, the Union Arcade, 4 vacant properties, and 4 properties which were not listed in the directory.

In contrast to the growth on Union Street, Table 5 shows that the combined citywide number of restaurants, cocktail lounges, and taverns listed in the same Polk's City Directory has remained relatively constant over the same period.

Figure 7 shows the locations of eating and drinking places in 1969 and 1978. (It should be noted that this figure is based on a survey of assessor's lots which may have multiple ground floor uses in conjunction with eating and drinking establishments or lots with more than one eating and drinking establishment.)

TABLE 5. San Francisco Eating and Drinking Places, 1955-78

Citywide	1977	1969 1970	1964 1965	1960	1955 1956
Restaurants	1833	1408	1428	1475	1400
Cocktail Lounges	200	178	190	202	147
Taverns	427	581	680	780	900
Total	2560	2167	2298	2457	2447

Source: Polk's San Francisco City Directories, Yellow Pages Sections.

TABLE 3. Union Street Bar and Restaurant Inventory, 1978

ADDRESS	NAME OF ESTABLISHMENT	YEAR EST.[1]	ACTIVITIES[2]	ABC[3]	HOURS[4]	SEATING ESTIMATE[5]
Union Street						
1518	Richie's Coffee Shop	1955	F	--		
1530	Union Bistro	1955	FA	41		
1715	Bohemian Gardens	1975	FA	41	12:00M/3:00A	95
1785	Makhaba	1977	FA	41	10:00P	45
1787	Sun Grove	1977	FA	47	2:00A	
1830	What's Cooking	1975	FA	41	10:00P	30
1838	La Cabane	1976	FA	47	11:30P	67
1809	Le Creole	1964	FA	41	10:00P	14
1823	The Reunion	1969	AE	47/48	/2:00A	250
1851	La Pinata	1969	FA	41	10:00P	50
1975	The Vintner	1971	FAPv	47	11:30P/2:00A	100p
1934	Bepples	1975	FA	41	11:00P	23
1944	Perry's	1971	FA	47	12:00M/2:00A	124
1976	The Deli	1971	FA	47	12:00M/2:00A	140
1976	Park Place	1971	FA	47	12:00M/2:00A	132
1901	Bus Stop	1955	AG	48	/2:00A	00
1919	The Peanuts	1955	FA	41	10:00P	20
1961	Ivan Alexanders	1955	AE	47	/2:00A	49p
1979	Cafe de Paris	1974	FA	47	11:00P/2:00A	97p
1981	McGreevy's	1964	FA	47	11:30P/2:00A	100
2000	Victoria Station/T. Lords	1972	FA	47	12:00M/2:00A	214p
2008	Coffee Contata	1969	FA	47	11:30P/1:30A	80
2038	Delancy Street	1969	FA	41	10:00/12:00M	74
2068	Bogart's Shellfish Bar	1977	FA	41	10:00P	63
2001	Disco 2001	1972	FAGDPv	47	7:30P/2:00A	300
2001	Mother Lode	1972	FA	47	8:00P	
2001	Shari's Food Safari	1972	FA	41	8:00P	43
2033	Mingei Ya	1960	FA	47	1:00A	70
2136	La Cucina	1969	FA	41	5:30P	70
2140	Tar and Feathers	1976	AE	48	/2:00A	191p
2162	Moreaco's Annex		FA	41	7:00P	46
2111	Wine and Cheese Center	1974	FA	41	6:00P	23
2165	Little Village Chinese	1955	F	--		
2217	Doidges	1955	F	--	4:00P	56
2225	P. Sky Pizza	1973	FA	41	1:00A	21
2299	Mr. Submarine	1975	FA	40	12:00M/3:00A	12
Fillmore Street						
3009	Mauna Loa	1955	A	48	2:00A	63
3011	Garden of Happiness	1967	FA	41	10:00P	73
3138	Pierce Street Annex	1955	AD	40	2:00A	130
3111	Slate	1955	AE	48	2:00A	130/75p
3127	Tsuruyoshi	1971	FA	41	10:00P	43
3145	Edwardian	1973	FA	41	3:00A	70
3159	Hogan's Heros		F	--	2:00A	14
3159	Noble Frankfurter	1955	FA	41	2:00A	17
3199	Balboa Cafe	1960	FA	21/48	7:30P/2:00A	78
3200	Slater Hawkins	1969	FA	47	10:00P/2:00A	80
3231	Camelot	1955	AE	48	2:00A	60

TABLE 3. Continued

ADDRESS	NAME OF ESTABLISHMENT	YEAR EST.[1]	ACTIVITIES[2]	ABC[3]	HOURS[4]	SEATING ESTIMATE[5]
Buchanan Street						
3166	Felicity Arkwright's	1955	A	48	2:00A	40
Filbert Street						
1725	Marina Bowl	1955	FAGP	47	2:00P	65
2221	Cow Hollow Inn	1976	FA	47	11:00P	78
Greenwich Street						
2183	Greenwich Grill		FAE		10:30P/2:00A	125
Lombard Street						
2099	Doggie Diner	1969	F	--		
2101	Kentucky Fried Chicken	1969	F	--		
2125	Le Montmarte	1955	A	48	2:00A	68
Steiner Street						
3011	Budapest West	1969	FA	41	10:00P	52
Van Ness Avenue						
2153	Off Union Saloon	1964	AE	48		
Webster Street						
2909	Yoshida Ya	1977	FA	47	11:00P	120

1. YEAR ESTABLISHED: This figure was derived from an analysis of the Polk's City Directories from 1955-77. The earliest year during which any type of eating or drinking establishment was listed at the given street address is entered in this column. Undoubtedly, a number of the businesses listed as established in 1955 were in existence prior to that date but records for prior years are unavailable.

2. ACTIVITIES: F = Food; A = Alcohol; E = Entertainment; D = Dancing; G = Games; P = Parking Lot; Pv = Validated Parking. This information was compiled with the assistance of the Golden Gate Valley Neighborhood Association.

3. ABC: The number entered in this column refers to the type of Alcoholic Beverage Control License held by the establishment. A description of these licenses appears in the Appendix.

4. HOURS: Times listed are the latest hours during the week, usually Friday and Saturday. Some establishments close earlier on weekdays. If two times are listed, the first indicates the closing time for food service, the second for alcoholic beverages. This information was compiled with the assistance of the Golden Gate Valley Neighborhood Association.

5. SEATING ESTIMATE: "P" indicates a posted capacity. Other figures represent an estimate made by the Golden Gate Valley Neighborhood Association. This information was not verified by the Department of City Planning.

TABLE 4. Distribution of Land Use, 56 Selected Properties, 1955-1978[1]

LAND USE	1978	1977	1976	1975	1974	1973	1972	1971	1969 1970	1964 1965	1960	1955 1956
Bars, Restaurants	56	52	47	46	42	38	37	34	31	22	17	16
Vacant		2	3	4	5	3	2	5	2	3	2	
No Listing		2	5	4	2	4	4	5	4	5	9	10
No Return[2]						2			3			1
Jewelry			1	1								
Union Arcade				1	1							
Dry Cleaners/ Laundromat					1	1	1	1	1	1	3	4
Retail Lamp Store					1	1						
Retail Furniture					1				1	1	2	
Shoe Store					1							
Arts, Crafts, Antiques, Gifts, etc.					1		2	2	2	1	1	1
Retail Wines					1	1						
Mountaineering Shop					1							
Florist						1						
Interior Decorating						1	1	1	1	1		2
Antique Furniture Finishing						1	1	1	1	1	1	
Barber Shop							1	1	1	1	1	1
Residence						2	3	2	2	4	5	7
Health Foods							1					
Window and Plate Glass							1	1	1	1		
Dog Training School							1					
School of Fencing							1	1	1	1	1	1
Offices								1	1			
Beauty Salon								1	2	1	1	1
Under Construction									1			
Hardware, Lumber									1	2	2	1
Gas Station										1	2	2
Candy Store										1		
Book Store										2	1	
Lamp or Furniture Manufacture										1	1	1
Retail Clothing										1		
Building Contractor										2	3	3
Ravioli Factory										1	1	1
Upholstery Shop											1	2

1. 56 Union Street properties in use as bars or restaurants in 1978 were selected and surveyed for listings in Polk's City Directories, 1955/56-1977.
2. Listed in Polk's City Directory as "No Return".

UNION STREET
EATING AND DRINKING PLACES, 1969-1978

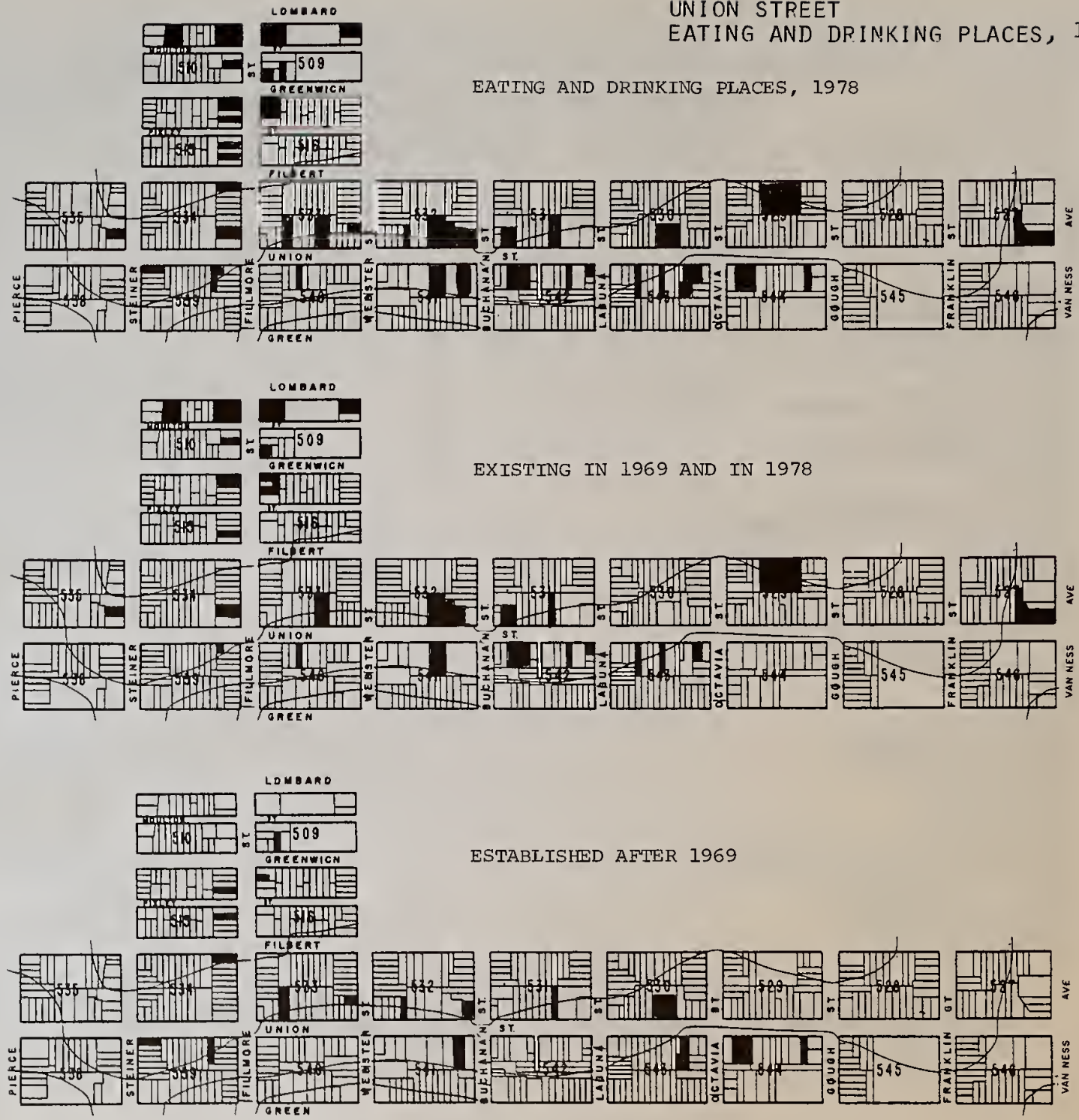


FIGURE 7

Table 6 shows that all but 7 of the 57 eating and drinking establishments in the Union Street area possess some type of retail alcoholic beverage license. The State Department of Alcoholic Beverage Control concurs that this number exceeds an appropriate distribution. The ABC has established the following standards and statistics for distribution of alcoholic beverage licenses.

"One distilled spirits On-Sale General license should be issued for every 2,000 people. Population figures for San Francisco as of June 10, 1977, give a population of 662,700. This would give a limit of 265 licenses of this type in San Francisco. At the time the law was passed, the city had already surpassed that figure. Currently there is one such license issued for every 626 persons.

"One distilled spirits Off-Sale General license should be issued for every 2,500 persons. This would yield a total of 331 licenses for San Francisco. At the time the law was passed, these types of licenses had also surpassed this figure. San Francisco currently has one distilled spirits Off-Sale General license for every 593 persons.

"There is no limit for the other types of licenses issued in San Francisco. The San Francisco Police Department and the ABC have developed a list of streets which they feel constitute a problem. In these areas, each application for a new license or a transfer of a license into these areas is looked at by both departments to determine if it would create a problem, aggravate an existing problem or could possibly be to the betterment of the area. If the Police Department feels that the issuance of such a license would be a problem, they may protest the issuance. If the Department of Alcoholic Beverage Control feels the same way, the application will be denied. In either case the applicant has the right to an administrative hearing into the matter."[2]

Twenty-four streets are listed as "problem areas" in the Central Police District, three streets in the Southern District, five in the Mission District, one in the Southeastern District, and eleven in the Northern District. The following is a partial listing of the ABC designated "problem areas" in the Northern District:

UNION STREET, Octavia to Fillmore
FILLMORE STREET, Union to Chestnut
CHESTNUT STREET, Fillmore to Scott
LOMBARD STREET, Buchanan to Broderick

---

2. Letter to Supervisor Dianne Feinstein from Jay Caldis, ABC District Administrator, December 13, 1977.

In addition, Sections 61.3 (Undue Concentration) and 61.4 (Proximity to Residences) of the Alcoholic Beverage Control Act may also be used to establish grounds for denial of license applications. These are new sections which became effective in September, 1977, and have yet to be thoroughly tested in the courts. Copies of the Sections appear in the Appendix.

TABLE 6. Retail Alcoholic Beverage Licenses, 1976-1978

LOCATION[1]	ESTABLISHMENTS	LICENSES[4] #40	#41	#47	#48	TOTAL
Union Street	36	1	15	15	2	33
Fillmore Street	11		4	1	5	10
Others[2]	10		1	3	3	7
TOTAL[1] (1978)	57	1	20	19	10	50
TOTAL CITY (1977)		144	558	545	571	3252[3]
TOTAL CITY (1976)		227	225	499	725	3449[3]

1. Within Union Street Neighborhood Study Area.
2. Includes Buchanan, Filbert, Greenwich, Lombard, Steiner, Van Ness, Webster.
3. Includes #20, #21, #42 (not tabulated for Union Street).
4. #40 = On-Sale Beer
   #41 = On-Sale Beer and Wine
   #47 = On-Sale General (Bona Fide Public Eating Place)
   #48 = On-Sale Beneral (Public Premises)

ECONOMIC INDICATORS

Most American inner cities do not rank economic "overgrowth" in neighborhood shopping districts as a high priority problem. Far more common is the problem of declining strip commercial areas unable to meet the competetion of newer outlying shopping centers.

San Francisco is one of a few major cities which still has a viable downtown retail core hand in hand with neighborhood commercial districts experiencing a spirited economic renaissance. Union Street is the city's foremost example of such growth. This economic success has resulted in an improved and more attractive physical environment in neighborhood commercial districts as well as a healthy economic climate which stimulates new business ventures.

Nevertheless, many residents and merchants see this growth as a mixed blessing. Some feel that the improved appearance and vitality has led to increased rents and property values. These increases are in turn forcing out local merchants and tenants who are replaced by businesses requiring a high cash flow to maintain their leases. Bars, restaurants, and boutiques willing to pay the higher rents must attract a clientele drawn from a broader region than the local neighborhood. This clientele arrives in ever increasing numbers of automobiles and helps to cause the congestion which afflicts both the commercial street and the immediately adjacent residential streets.

Others claim that the inflation spiral in rents has been caused by property taxes. Still others claim that original tenants were not responsible for the initial improvements but the boutiques and bars began the cycle. Many fear that commercial rents have now gone so high that even the fashion merchandise establishments can no longer afford to stay. The resulting turnover rate and loss of stability has caused some to predict a real estate bust on Union Street.

The proliferation of eating and drinking establishments has led to speculation by some that the market has become saturated and increasing competition will lead to the creation of a new entertainment district similar to Broadway/North Beach.

Merchants are alarmed that the recent increase in the location of branch bank offices in neighborhood commercial districts has had an inflationary effect on property values. Realtors counter that banks buy whatever properties they please but have little direct influence on rental rates of adjacent property.

They also claim that boutiques and other daytime uses such as retail shops often pay much higher rents than do the restaurants and bars. Some residents are concerned that the increased rental rates for upper story space has driven out residential tenants. Others claim that upper story commercial tenants are better suited to the new ground floor evening operations because they are gone at night and therefore not bothered by the noise. Furthermore, the office tenants do not compete for precious nighttime parking spaces.

Theories abound. Unfortunately, there is little readily accessible data to confirm or refute popular theories. The remainder of this section presents what data on rental rates, property and business taxes exist.

PROPERTY TAX

Property assessments are set by the Assessor's Office at 25% of cash value of property and improvements but recent sales along Union and Fillmore Streets are reported to range from 50% to 300% of the cash value assigned by the assessor.

Assessed values of properties with older un-remodeled structures on Union Street increased an average of 67% from 1969 to 1977. Overall assessed values for the entire strip, including thoroughly renovated and new structures,rose 100% during the same eight-year period.

In comparison, the assessed value of two prime commercial blocks in the downtown retail core adjacent to Union Square increased by 4.8% from 1969 to 1977. During the same time period assessments for the commercial strips along Union, Clement, and Sacramento rose 67%, 90%, and 91% respectively. One possible explanation for the differing rates of assessment increase is that the downtown retail core has not changed appreciably in recent years while there has been dramatic neighborhood commercial revitalization.

A spot check of properties in residential areas surrounding the study area showed that residential buildings built before 1969 and not remodeled to a major extent rose an average of 111% in assessed valuation.

BUSINESS AND PAYROLL TAX

The Department of City Planning, in conjunction with the Office of the Tax Collector and the Systems and Data Processing Division of the Controller's Office,performed an analysis of Business Taxes (Gross Receipts Tax) and Payroll Expense Taxes in San Francisco in 1974. Due to the technical nature of the tax reporting format, a direct proportional relationship does not exist between gross receipts/payroll expense and the sales volume of a particular area. The

data are best evalusted literally, as a measure of Business and Payroll Taxes paid by local merchants and businessmen. Nevertheless, the following comparisons can be made about the scale and economic vitality of one commercial district vis-a-vis another.

Table 7 presents data for eight neighborhood commercial districts in San Francisco. Union Street has both the greatest number of accounts and the largest total tax contribution. Furthermore, Union Street has the highest density of business tax accounts per block and the highest average tax per account among the districts presented.

RENTAL RATES

Data on rental rates are difficult to verify but the consensus of different realtors interviewed is that Union Street rents are significantly higher than prevailing rates in the city's other neighborhood commercial districts. Current 1978 ground floor commercial rents for Union Street are quoted as ranging from $1.00 to $2.00 per square foot per month, depending on the specific location. The average is estimated to be about $1.25. This represents an increase from a rate of $.75 to $.85 per month in 1973 and $.65 per month in 1968. Second story commercial and office rents on Union Street currently range from $.65 to $1.00 while residential rents range from $.30 to $.50 per square foot per month.

TABLE 7. Business and Payroll Taxes, 1974

STREET	NUMBER OF BLOCKS	TOTAL ACCOUNTS	TOTAL TAXES	AVERAGE TAX/ACCOUNT	AVERAGE # ACCOUNTS/BLOCK
UNION (Franklin to Steiner)	7	410	$84,959	$207	59
CHESTNUT (Fillmore to Broderick)	5	224	30,239	135	45
CLEMENT (Arguello to Funston)	12	363	45,840	126	30
HAIGHT (Central to Stanyan)	6	158	12,977	82	26
24th (Church to Diamond)	4	160	13,214	83	40
SACRAMENTO (Lyon to Spruce)	5	198	23,125	117	40
OCEAN (Phelan to Manor)	11	129	18,599	144	12
WEST PORTAL (Fifteenth to Ulloa)	4	219	33,958	155	54
TOTAL CITY	--	37,848	$24,704,360	652	--

TRAFFIC

Traffic volume on Union Street is another neighborhood concern, often mentioned in conjunction with parking problems. Some local residents complain that to the extent motorists are frustrated in their search for parking, traffic volume is increased. Some feel that the volume of traffic is particularly high at night due to bar and restaurant patrons and others cruising to get a glimpse of the night life. The problem is highlighted at 2:00 a.m., especially on Fillmore Street, when the bars close.

Current data are not available for Union Street. Interviews with transportation planners and the Department of Public Works, Traffic Engineering Division indicate that the 1972-74 figures presented in Table 8 are probably close to current levels.

The data do not confirm the theories that Union Street traffic volume is unusually high. Twenty-four hour vehicle counts are well within a "normal" range for San Francisco commercial districts. Furthermore, traffic counts during evening and early morning hours are far below daytime volumes. Residents may perceive evening traffic as more intense because the ambient sound level both in and surrounding a residential area is usually quieter during evening hours. In addition, many residents spend daylight hours at work in some other area of the city.

A spot check of 1976 and 1977 accident reports at selected intersections along Union, Fillmore, Clement, and 24th Streets revealed no significant trends. There was no appreciable variation in numbers of accidents during evening and night hours and no reports attributed drunkenness as the cause of an accident.

TABLE 8. Vehicle Counts

STREET LOCATION DIRECTION DATE	UNION E/Steiner East 2-1-72	FILLMORE S/Lombard South 1-13-72	CASTRO N/19th North 3-27-72	CLEMENT E/11th East 5-22-72	SACRAMENTO W/Lyon West 5-17-72	24TH W/Church West 5-8-74	24TH W/Mission East 10-3-74	24TH E/Harrison East 5-3-73
FULL HOUR ENDING								
8 AM - 4 PM	2244	2201	2628	3270	1479	2693	3319	2160
5 PM - 6 PM	502	538	976	751	560	1002	723	604
7 PM - 1 AM	922	1184	2069	1301	981	1555	1417	1051
2 AM - 7 AM	202	270	531	323	126	297	412	328
24 HR TOTAL	3870	4193	6204	5645	3146	5547	5871	4143

Source: City and County of San Francisco, Traffic Engineering Division

PARKING

The lack of adequate parking space for residents, businesspeople, and customers is by far the most frequently mentioned and most serious problem in the Union Street neighborhood. This parking shortage in turn contributes to traffic congestion and creates violations in excess of existing enforcement capabilities. These violations extend well beyond the commercial district onto the residential streets where driveways and alleys are frequently blocked. Residents, merchants, customers, police officers and the Parking Authority agree that the situation is serious and that relief is needed. Available data confirm this analysis.

1975 PARKING SURVEY

A Citywide Neighborhood Shopping District Parking Survey was conducted during the fall of 1975 by the DPW Division of Traffic Engineering. License plates were recorded at periodic intervals along 48 commercial district streets during the time of heaviest parking demand in the area. From that data, information was derived concerning supply, turnover rates, overtime and illegal parking, parking space occupancy and demand, and other relevant data. Parking supply, occupancy and demand were analyzed to determine parking shortages based on two levels of police enforcement of parking regulations: present shortages were determined with no change in the existing enforcement program; in addition, present and future shortages were determined under a stepped up program which would force 50% of the motorists parking over 2 hours at the curb to seek parking spaces off the business street.

On Union Street, the apparent shortage was determined to be 82 spaces under existing enforcement conditions and 56 under an increased enforcement program. The report assumed an annual demand increase factor of 2.4 for Union Street which yields a projected shortage of 90 spaces in 1990.

1978 PARKING SURVEYS

A 1978 field survey conducted by student interns working for the Department of City Planning estimated the parking supply in the Neighborhood Study Area to include approximately 1800 (± 5%) unmetered, unrestricted, on-street parking spaces and approximately 2300 (± 10%) off-street parking spaces; a total of approximately 4100 spaces, excluding metered spaces and public garages.

In 1970 the Census reported approximately 4400 automobiles were owned by a local population of approximately 10,000.

These figures suggest that if almost all of those resident cars were seeking curbside parking, parking would be scarce even without competition from Union Street shoppers. Interviews with long-time local residents reveal that parking was a problem long before the commercial revitalization of Union Street. In these residential sections of the study area without parking restrictions, metered spaces, or posted time limits, fewer than three cars were found to occupy a given space in a 24-hour period in April 1978, indicating that once a car is parked on a residential street, it moved relatively seldom on a given day.

Most parking on Union and Fillmore north of Union Street has some restriction or time limitation. The only block that has no restrictions except for red zones is on Union Street between Pierce and Steiner. The other blocks have some combination of red zones, white zones, yellow zones, metered zones, or special metered zones for trucks-only during certain hours. On the Union-Fillmore commercial strip there are about 464 spaces that could be used for parking an automobile. Of these, 191 spaces are metered, 31 are unmetered or unmarked and 235 are bus stops, red zones, or restricted for some other use. Table 9 gives a breakdown of on-street and off-street parking spaces on Union and Fillmore Streets.

On a Friday in April 1978 each of these 464 spaces was checked every two hours from 8:00 a.m. to 1:00 a.m. on Saturday. Altogether 2,088 cars occupied the 464 spaces during the 17 hour period, yielding an overall turnover rate of better than 4.4. The turnover rate was considerably higher west of Buchanan on Union--5.5, and 5.1 for Fillmore Street.

During this period 624 vehicles were found to be in violation of parking regualtions. Over 171 vehicles remained in metered spaces longer than the permitted period, including 113 vehicles whose owners left them in the metered space and fed the meter for a time longer than permitted. While the turnover was lower than everage between Van Ness and Buchanan, the observed concentration of violations was higher in this location.

Of the 624 violations, only 33 parking citations were observed on these vehicles.

Table 10 presents statistics compiled by the Traffic and Parking Bureau showing an average of 97 parking citations issued each day during the month of February 1978 by the parking control officer whose route includes the study area. This figure is based on 170 working hours per month and yields an average of 12 parking citations per hour compared to the city average of 10 citations per hour. In addition to the Traffic and Parking Bureau, beat patrolmen, motorcycle patrolmen, radio car policemen, Muni Police, Muni Supervisors, and San Francisco Special Police are authorized to issue parking citations.

TABLE 9. Union Street Parking Inventory

ON-STREET PARKING

	Legal	Conditional	Illegal
Union	185	45	150
Fillmore	38	9	31
TOTAL	223	54	181

OFF-STREET PARKING

Union Street Plaza Garage - 203 spaces
2001 Union Street
M-F 8am-2am
SAT 10am-2am
SUN 11am-12am

Wells Fargo Bank Garage - 42 spaces
1910 Union Street
M-TH 8am-12am
F 8am-2am
SAT 10am-2am
SUN 11am-7pm

Cow Hollow Garage - 40 spaces (day)
Fillmore/Filbert 60 spaces (evening)
M-TH 8am-7pm
F 8am-2am
SAT 10am-7pm

Source: Student Survey, 1978

TABLE 10. Parking Citations, 1978

No Stopping	7
Prohibited Parking	25
Overtime (except meter)	151
Truck Loading	40
Red Zone	100
Yellow Zone	286
Meter	913
Double Parking	38
Fire Hydrant	36
Others	437
TOTAL	2033
Voided	4
Average per day	97
Average per hour	12
Citywide average per hour	10

Source: San Francisco
Traffic and Parking
Bureau, February 1978
M-F 10:00am-6:30pm
170 hours

CRIME

Another problem, not often mentioned by residents, has to do with crime in the study area. The Union Street Neighborhood Study Area is served by the Northern Police Station, a station whose jurisdiction also includes the Tenderloin and Fillmore Street, two high crime areas. Although certain types of crime, such as homicide and rape, rose sharply from 1968 to 1970 in the city, many other crimes have decreased or stabilized in the ten-year period ending 1977. In fact, during that time the number of crimes reported in the city has decreased by 4.2% overall. By contrast, reported crime rose 17.8% in the Northern Police District and 52.1% in the Study Area.

Violent crime, which includes homicide, rape, "strong arm" robbery, other robbery, aggravated assault, and non-aggravated assault, has risen 77% in the Study Area from 1968 to 1977, compared to a city average of 3.3%, and Northern District of 9.6%.

The incidence of violent crime in the Study Area rose sharply from 1968 to 1971 and has since stabilized. Violent crimes which have risen most sharply from 1968 to 1977 are strong arm robberies (up 111%) and non-aggravated assault (up 182%). The incidence of rape varied from 2 to 8 per year while the incidence of homicide increased by 33%. Nevertheless, the Northern District's incidence of homicide relative to other areas of the city has decreased, accounting for one in four of all city homicides in 1968 but only one in six in 1977.

The incidence of reported thefts and burglaries has risen 41.9% in the Study Area while it has dropped 4.3% in the Northern District and dropped 11.1% in the city. In the Study Area, non-residential burglary increased 123%, from 53 incidents in 1968 to 118 in 1977. Personal theft of $200 or more increased by 616% from 32 in 1968 to 229 in 1977. Police officers interviewed believe that personal theft of $200 or more most often involves nighttime patrons of bars and restaurants and not usually residents of the study area. Police indicated that with this type of crime, as with many others, more incidents occur than are reported.

Although there are no statistics available to substantiate this suspicion, police officers and some business owners on Union Street feel that there is a rise in crimes caused by people attracted to the area not for recreational purposes but to profit from those whose purpose is recreational. In other words, the Union Street reputation as a tourist attraction and recreational district has also attracted some hustlers, juvenile delinquents and thieves. Conversely, one business owner whose office is located on an upper floor said that she feels safer when people are on the street at night as she sometimes works along in her office at night.

The number of unspecified crimes reported in the area has risen 76% compared to a 70% rise in the Northern District and a

2% rise in San Francisco. Unspecified crimes can include violations of the penal code or vehicle code from exhibition of speed to vandalism or kidnapping.

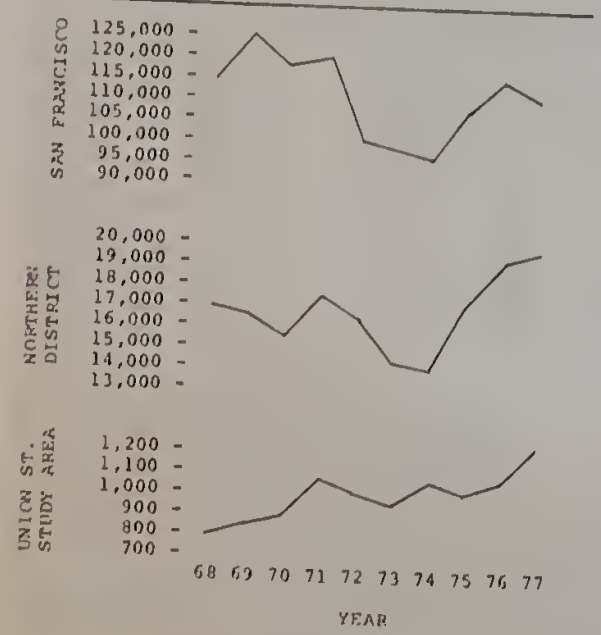
NOISE AND ODOR

Disturbing noise and offensive odors are difficult to document but are nevertheless real problems in the Union Street neighborhood. Bars, restaurants, and places of entertainment are most frequently cited as problem uses by adjacent residential tenants. Inadequate soundproofing can permit loud music or other noise to intrude into residential rear yards and bedroom windows. Some restaurants have kitchens which open onto rear decks where noisy refrigerator compressors or other equipment can disrupt adjacent residential activity. Preparation and storage of food as well as equipment, trash, and garbage storage can generate both noise and odors. Bottles and debris are often dumped late at night. Careless storage of garbage and too infrequent collection can present health hazards as well as umpleasant odors.

A number of restaurants and other businesses have rear courtyards for dining and outdoor activities. These spaces are generally thought to enhance the small scale pedestrian atmosphere of the commercial street if they maintain a quiet space which respects adjacent residential dwellings. However, in some cases, loud noise, harsh light and other careless behavior transforms these areas into serious problems for nearby residents.

In addition to complaints about noise from within commercial establishments, traffic seeking parking off Union Street generates complaints from residents throughout the neighborhood. Friday and Saturday nights are particularly troublesome, especially when the bars are closing and patrons celebrating the weekend are returning to their automobiles.

FIGURE 8. Total Crimes Reported



Source: San Francisco Police Department

VISUAL CONSIDERATIONS

One of Union Street's greatest assets is the high quality of its visual amenities, fine buildings, and pedestrian scale. Buildings are generally well maintained and careful attention is devoted to capturing pedestrian interest in ground floor merchandise display windows. One of Union Street's most pleasant characteristics, not often found in other San Francisco commercial districts, are the narrow alleys which lead the shopper off the main street into small courtyards with galleries, boutiques, and antique stores.

The Union Street Neighborhood Study Area has three buildings which have been officially designated as Landmarks by the San Francisco Board of Supervisors. One of these, the Colonial Dames Octagon House at 2645 Gough Street near Union, is also listed on the National Register.[3]

In 1974 the Department of City Planning began the Citywide Architectural Survey to collect comprehensive and detailed information about buildings architecturally significant to the city. One of the goals of the survey was to classify buildings which although less than top rank often contribute in an important way to the character and unique qualities of many areas of the city. By including these lesser but still fine buildings, the survey was able to develop maps to identify patterns of buildings which while not individually significant, collectively comprise areas of quality and suggest possible conservation areas.

Individual entries were made for over 15,000 buildings, approximately 10% of San Francisco's 150,000± buildings. Each entry includes a photograph, description, and ratings by various criteria, including building style, architectural quality, physical condition, and the relationship of the building to its setting.

Forty-four of the 225+ buildings in the Union/Fillmore commercial area were included in the Architectural Survey. Thirty-six of these buildings were classified as one of several 19th Century ornamental styles, predominantly Italianate/Italian Revival and Carpenter Classic/Edwardian.

Fifteen buildings received a summary score of 3 or higher on a scale ranging from -2 to +5. It is estimated that no more than 3,500 of the best buildings in San Francisco received a summary score of 3 or higher. Very few buildings on Union Street received scores of 3 or higher for overall architectural quality but most buildings were rated high with respect to facade condition.

3. The other two buildings are the Burr House, 1772 Vallejo near Gough, and the Sherman House, 2160 Green between Webster and Fillmore.

Two evaluations were made to determine the mutual interplay of a building and its location in a neighborhood setting. The relationship of the setting to the building was judged for scale, imagery, and enhancement of visual experience. In addition, the building was judged for the importance of its contribution to a cluster or streetscape. Most of the Union Street rated buildings scored 3 or higher in both of these categories.

Merchants and property owners are proud of and anxious to enhance the Victorian atmosphere and pedestrian scale of Union Street. The Union Street Merchants Association has a street tree and trash can installation program which will be completed during the next year. Property owners and businesspeople are particularly concerned that rehabilitation and new development should support and complement existing buildings with respect to scale and architectural style, rather than compete with them.

In some cases new development has contributed harmoniously to the streetscape, but other attempts to remodel existing buildings or erect new structures have not been as successful. For this reason merchants and property owners have requested a separate architectural study of Union Street be conducted to develop architectural design standards which would ensure compatibility of new development.

CONCLUSIONS

Section III of this report identifies a number of local concerns related to the Union Street commercial area. Some of these are planning problems, others are not. Briefly listed, they are:

- Loss of neighborhood orientation
  - Ground floor commercial
  - Upper story residential
- Growth in commercial activity
  - Bars and restaurants
  - Entertainment establishments
  - Fast food
  - Financial institutions
  - Offices
  - Boutiques, "fashion merchandise"
- Shift from daytime to nightime orientation
- Traffic and parking problems
  - Excessive traffic volume
  - Insufficient parking supply
  - Illegal parking
- Noise and disruption of neighborhood tranquility
  - From within commercial establishments
  - Outdoor commercial activity
  - On public streets and sidewalks
- Crime, vandalism
- Odors, garbage
- Visual considerations

This section considers each issue, available data, possible alternatives, and recommends zoning controls or separate actions to reduce problems and guide future development on Union Street.

LOSS OF NEIGHBORHOOD ORIENTATION GROUND FLOOR COMMERCIAL

Data do not support claims that there has been a significant drop in neighborhood-serving business such as groceries or pharmacies. One exception is cleaners and laundries and this may relate as much to home laundering trends and wash and wear clothing as to rental increases or expansion of bars and restaurants.

In a privately owned and managed shopping center the master lessor can control rental rates and tenant selection to ensure retention of low profit margin businesses which are nevertheless considered desirable to the overall composition of the center. Any public attempt at this kind of site control in a neighborhood commercial district would seem to require parcel by parcel zoning by specific land use (laundry here, hardware store there), which would be impractical if not impossible. A percentage or quota zoning (6% of total commercial land must be watch repair, or bank is permitted use conditional upon provision of x amount or coin laundry in lobby space) would be equally unworkable.

In the absence of total site control there seems to be no public sector tool available to guarantee retention of specific uses which might be deemed neighborhood serving or desirable.

Therefore, no direct action is recommended. However, other controls designed to limit growth of some "non-neighborhood oriented" uses may serve indirectly to protect local establishments.

UPPER STORY RESIDENTIAL

One of the most dramatic changes in land use on Union Street has been the conversion of upper story residential units to commercial. There are some upper story retail uses but the majority of conversions have been from residential to office use. The exact number of upper story commercial units was not determined because without going inside a unit it is extremely difficult to determine if a commercial enterprise is in operation.

Applications for zoning changes from C-2 to R/C (Residential Commercial Combining) were filed in 1976 (ZM76.7) and 1977 (ZM77.1) during the Residential Zoning Study but were not implemented in the final maps adopted in June 1978.

Proponents of residential/commercial combining zoning districts for various commercial areas of the city often argue that R/C zoning is necessary to preserve existing housing units which contribute to a small scale neighborhood residential and shopping area and to halt the conversion of such a locally oriented area into a citywide commercial district.

Others point out that increases in local commercial activity usually occur in conjunction with socio-economic shifts in surrounding residential areas. Increased buying power, both locally and citywide may be generating legitimate demand for additional commercial space.

The transformation of Union Street from a quiet neighborhood residential and shopping street to one of the city's most vital and renowned commercial districts is an accomplished fact. During the course of this study few merchants or residents actually stated that they were concerned about the loss of residential units and no upper story residents, current or former, spoke up. Some businessmen favored upper story commercial units, most people expressed no opinion. One person suggested that commercial tenants might be preferable to residential tenants because they would leave at night and not be bothered by bar and restaurant activity.

Retention of existing residential units is encouraged but because neighborhood commercial districts are often subject to changes in demand for commercial space, flexibility should be maintained in the future use of upper story units.

It is therefore recommended that permitted upper story uses include residential, office, and retail but that the gross floor area of commercial establishments not be permitted to exceed 1000 square feet. By restricting the size of upper story uses conversions from residential to commercial will not be so extensive that return to residential use is precluded and the existing scale of development will be retained.

GROWTH IN COMMERCIAL ACTIVITY BARS AND RESTAURANTS

The growth of bars and restaurants has been tremendous--47 establishments on Union and Fillmore Streets, 10 more on nearby streets. This is twice the number existing in 1973 and three times the number in 1955.

Many of the problems on Union Street are blamed on these establishments, including loss of neighborhood orientation, traffic, parking, noise, odor, and crime, all particularly troublesome during evening hours.

Some of these problems, such as noise and odors, can be attributed to the manner in which a particular establishment is operated. Others are the cumulative result of so many establishments with a combined patronage exceeding the district and surrounding residential area's ability to support. Parking problems are the most obvious and serious effects of this over-concentration of bars and restaurants.

To regulate the concentration of bars and restaurants it is recommended that a "density threshold" be established for bars and for restaurants according to a formula based on the overall amount of commercially zoned land. New establishments or expansions of existing establishments would be permitted as principal uses (subject to existing C-2 provisions and other controls listed below) as long as the total number of establishments within the district did not exceed the threshold figure. Once the total number of establishments in the district reached the density threshold, any new extablishments or expansions of existing establishments would be permitted only by Conditional Use. To obtain Conditional Use authorization an applicant would be required to conform with Department guidelines for bars and restaurants and with any additional conditions appropriate to the unique proposal.

To reduce the negative impacts of bars and restaurants on adjacent properties it is recommended that any new establishment be required to limit its size to 2500 gross square feet (the size of a standard city lot) and 25 feet of frontage along Union or Fillmore Streets. Conditional Use approval could be granted for larger permises.

No areas which could be used for any outdoor activity should be permitted except along the commercial frontage. "Outdoor activity" would include sitting, eating, drinking, dancing, food preparation, storage of food, supplies, equipment, trash or garbage.

No on-site parking should be permitted. Sound-proofing, ventilator fans, fume traps and other mechanical equipment necessary to ensure strict compliance with Health and Police codes must be provided.

For purposes of these controls, bars would be defined as establishments with Alcoholic Beverage Control "public premises" licenses which prohibit minors whether or not food is served. All other establishments selling food prepared for consumption on the premises would be considered restaurants, with or without an Alcoholic Beverage Control license for a "bona fide public eating place". Stricted controls are proposed for bars which do not allow minors because it is these "dating bars" or "singles bars" which are most frequently mentioned in conjunction with complaints about noise and disturbance of the peace.

ENTERTAINMENT ESTABLISHMENTS

For most entertainment establishments it is the audio aspect of the dancing or performance which is most annoying to adjacent neighbors. In addition, most of these establishments also serve food and/or beverages, frequently alcoholic.

Because the neighborhood environment is particularly sensitive to evening operations of entertainment establishments and becuase the impact of such an establishment depends on a number of factors unique to the particular site, size and character of the establishment, it is recommended that all such establishments be permitted only by Conditional Use, subject to Department guidelines. These guidelines are presented in the Appendix.

FAST FOOD ESTABLISHMENTS

The fast food establishment which typically occupies a large site and involves demolition and/or new construction as well as a large parking area has not been a problem on Union Street. Nevertheless, there are several such outlets nearby on Lombard Street.

In order to minimize traffic congestion and parking problems it is recommended that auto-oriented fast food and other auto-oriented quick-stop businesses not be permitted on Union Street. Establishments which sell prepared food for consumption on the premises should be considered as restaurants and subject to the same regulations.

Establishments such as groceries or bakeries which sell perpared food but which are neither auto-oriented nor provide space for consumption on the premises should be permitted subject to compliance with other applicable sections of the Planning Code.

FINANCIAL INSTITUTIONS

There are six financial institutions in the Union Street commercial area. While there were no specific complaints that six is too many, some apprehension was expressed. Additional banks and savings and loan institutions would be unwelcome if they forced out neighborhood serving establishments and would be particularly opposed if plans included demolition of existing buildings to allow construction of large modern structures incompativle in style or scale of adjacent developments.

To regulate the concentration of financial institutions it is recommended that a "density threshold" be established by a formula based on the overall amount of commercially zoned land. New financial institutions or expansions would be permitted as principal uses as long as the density threshold were not exceeded. To maintain neighborhood scale the maximum permitted gross floor area would be 2500 square feet (the size of a standard city lot) and commercial frontage would be limited to 25 feet along Union or Fillmore Street. Other design aspects would be regulated by Department guidelines.

Any financial institution not complying with the above regulations could be permitted only by Conditional Use.

OFFICES

Most of the offices on Union Street are located above the ground floor, in new commercial or converted residential buildings. The upper story aspects of these uses are discussed on page 35. No additional controls are recommended for offices except that the maximum gross floor area for each upper story establishment be limited to 1000 square feet.

BOUTIQUES, "FASHION MERCHANDISE"

Aside from bars and restaurants, the retail establishment categories experiencing the greatest growth on Union Street are boutiques and "fashion merchandise" including antiques and art galleries. It was the revitalization of these shops which began the Union Street renaissance of the 1950's. To the extent these shops serve a more regional clientele and operate at a higher profit margin than locally oriented groceries and laundries, they can be held partially responsible for increases in property values, rental rates and the overall change in the character of Union Street.

However, these uses do not create special problems per se. Because special controls for boutiques or fashion merchandise shops would be unlikely to increase the number of neighborhood-serving establishments, no action is recommended.

SHIFT FROM DAYTIME TO NIGHTTIME ORIENTATION

The growth in numbers of bars and restaurants has clearly increased the amount of nighttime activity on Union Street but research suggests that local complaints may be exaggerated. Except for Friday and Saturday nights between 12:00 mignight and 2:30 a.m., evening noise and other disturbances of the peace seem to be the exception rather than the rule. Police patrolmen consider Union Street to be generally within the range of most neighborhood commercial districts. Nevertheless, the occasional or isolated disruptions upset the tranquility of the residential neighborhood, and weekend nighttime noise is a real problem.

Nighttime traffic volume, parking violations, and other activities are well below daytime levels. Curfew limits on hours of operation could be considered for inclusion in the Planning Code but it would be preferable if the neighborhood redirect its concerns and ask the Police Department to increase foot or car patrols on Friday and Saturday nights, especially on Fillmore Street from Union to Lombard. This is primarily a police matter, not a planning concern, and often the visible presence of peace officers solves the problem.

PROPERTY VALUE INFLATION

This is a problem, but not unique to Union Street. Short of rent and sale price controls there is no apparent solution to this problem, particularly a zoning solution.

TRAFFIC AND PARKING PROBLEMS
EXCESSIVE TRAFFIC VOLUME

There is no evidence at this time to suggest traffic volume, day or night, is higher than that found on other commercial streets. No action is recommended.

INSUFFICIENT PARKING SUPPLY

Analysis supports the claims that parking demand exceeds supply. Union Street could well use increases in the parking reservoir. To that end the Parking Authority and Unified School District are exploring the possibility of converting a portion of the Yerba Buena School site to a metered public parking lot.

In addition, the Department of City Planning should continue to work with the Department of Public Works and Parking Authority to explore the feasibility of 1977 Parking Authority recommendations for installing additional meters, converting some 15-minute meters to 60-minute meters, and extending meter periods into evening hours.

The Department of City Planning should also examine the appropriateness of POM Study proposals for route changes and transit priority treatments such as curb loading platforms and transit stop reorganization and make recommendations to MUNI.

ILLEGAL PARKING

A field survey conducted in April 1978, identified 464 spaces that could be used for parking an automobile, some legal and others illegal. In a 17-hour period 2,088 cars occupied these spaces. During this time 624 vehicles were found to be in violation of parking regulations. Of these 624 violations, only 33 citations were observed.

Residents on side streets near Union Street complain that the most distressing aspect of the overall parking problem is the illegally blocked residential driveway. Even when a patrol car has time to respond to an evening complaint when fewer meter maids are on duty, the officers rarely can stay long enough for a tow truck to arrive. Hence the violation may be cited but the driveway remains blocked.

Therefore, in addition to increased meter maid enforcement during daytime and evening hours, special attention should be given to the problem of the illegally blocked residential driveway. A Preferential Parking Program is being considered for the area bounded by Bush, Presidio, Union and Van Ness. Similar consideration should be given to the area bounded by Union, Van Ness, Lombard, and Pierce Streets.

NOISE AND DISRUPTION OF NEIGHBORHOOD TRANQUILITY FROM WITHIN A COMMERCIAL ESTABLISHMENT

Noise problems generated from within a commercial establishment by inadequate soundproofing or faulty equipment should be handled by the Police Department. The Police Department should be alerted to the study, findings, and recommendations. It may be appropriate for the Police Department to reconsider existing noise thresholds and other controls.

OUTDOOR COMMERCIAL ACTIVITY

The potential disruption to residential activity by adjacent outdoor commercial activity in the form of noise, light,

or odor is enough to warrant a change in the Planning Code to prohibit any such use on any portion of a commercial lot which abuts residential use. Outdoor activity areas along commercial frontages should still be permitted.

PUBLIC STREETS AND SIDEWALKS

The behavior of bar or restaurant patrons or other pedestrians once on the public sidewalk and street is clearly not a matter within the jurisdiction of the Department of City Planning. Residents and merchants should work with the Police Department to control this problem.

One possible approach would be to amend the Police Code to include a regulation making each establishment assume some responsibility for maintenance and operation of its business in a manner which maintains peace and quiet in a neighborhood area under penalty of fine and/or permit revocation on a temporary or permanent basis. The Police Department should be encouraged to follow up on this proposal.

CRIME, VANDALISM

Much of the personal theft and burglary in the area could be reduced by careful attention to details such as locking doors and windows. Residents and property owners should seek Police Department assistance in developing a neighborhood crime prevention program. Merchants and restauranteurs should be encouraged to remind their patrons of dangers of personal theft and burglary. The San Francisco Police Department sponsors a number of crime prevention programs including Project SAFE, a Crime Prevention Education Program, and a Merchant Security Program.

ODORS, GARBAGE

Odors caused by improper storage of garbage or indaequate filters were difficult to doucment. Outdoor storage of garbage, especially at the rear of restaurants abutting residential uses should be prohibited, as should dumping of trash and bottles between the hours of 10:00 p.m. and 8:00 a.m.

These concerns are the responsibility of the Health Department. They should be alerted to the problems identified by this study and the neighborhood should be encouraged to request stricter regulations and increased enforcement.

VISUAL CONSIDERATIONS

Some local merchants, residents and property owners feel that architectural design controls should be established for the Union Street commercial area. That Union Street does not qualify for landmark district status such as Jackson Square is recognized but many feel that the charm and character of the existing buildings is sufficiently critical to the viability of the district to warrant design controls.

It is recommended that the Union Street Association undertake to produce an architectural design survey. Following development of criteria to guide rehabilitation and new development, a local design review board should be established to review all plans and work with developers to ensure conformity with the design controls. The Department of City Planning should work with neighborhood groups to develop procedures and responsibilities for such a program.

NG
NATHAN GALLERY
JEWELRY
GLASS
WEIGHTS
DECO

RECOMMENDATIONS

DRAFT 3/30/79

It is recommended that a Union Street Special Use District be established for the purpose of regulating future commercial growth in a manner which will encourage economic vitality and a diverse selection of goods and services with a minimum of disruption to the surrounding residential neighborhood.

Proposed controls are presented below with the recommendation that they be initiated as map and text amendments to the City Planning Code by the City Planning Commission. By such action the following regulations would become interim controls until final code language is developed and placed before the City Planning Commission for public hearing and referral to the Board of Supervisors for final action.

During this interim period the feasibility and appropriateness of the specific details of the controls will be closely scrutinized by the Department of City Planning staff and members of local merchant and resident groups. Recommendations for adjustments to the proposed controls will be made during public hearings for final adoption of the Union Street Special Use District.

The Union Street Special Use District controls impose a system of quotas which establishes the maximum number of bars, restaurants, fast food establishments, and financial institutions permitted without special review by the City Planning Commission.

Applications to establish a business in one of those categories over and above the quota may apply to the City Planning Commission for conditional use approval. In addition, these and other retail and personal service establishments are subject to conditional use approval when they exceed floor area and street frontage thresholds.

Places of entertainment, parking lots, and garages are not permitted as a principal use in the district but may be the subject of a conditional use application.

Upper story activity is not restricted by type of use but the floor area of retail, commercial, and office uses is restricted.

PROPOSED UNION STREET SPECIAL USE DISTRICT

In order to provide for an established shopping area with a unique mixture of local and citywide or regional services and a special identity, there shall be a Union Street Special Use District as designated on Map No. 2SU of the Zoning Map. The following provisions shall apply within such special use district:

---

* Definitions for Bars and other uses described in controls are presented in the Appendix.

** The total C-2 (Community Business) frontage in the proposed special use district is approximately 12,000 feet along Union Street from Van Ness to Steiner and along Fillmore from Union to Lombard, including C-2 frontages on cross streets.

*** The Department of City Planning Publication, "Location and Development Guidelines for Proposed New or Expanded Uses in the Union Street Special Use District"is presented in the Appendix.

BARS*

New establishments and alterations involving expansion of occupied floor area, <u>permitted as a principal use, provided</u>

1. The total number of bars within the Union Street Special Use District, including the proposed establishment, does not exceed 12 (a number equivlent to 1 establishment for each 1000 front feet of C-2 property).**
2. Gross floor area does not exceed 2500 square feet.
3. Commercial frontage does not exceed 25 feet along Union or Fillmore Street.
4. No areas which could be used for any outdoor activity are provided except along the commercial frontage.
5. No parking is provided on site.
6. Proposal conforms with Guidelines.***

<u>Permitted as a conditional use, provided</u>

1. Gross floor area does not exceed 5000 square feet.
2. Commercial frontage does not exceed 30 feet along Union or Fillmore Street.
3. No parking is provided on site.
4. Proposal conforms with Guidelines.

RESTAURANTS

New establishments and alterations involving expansion of occupied floor area, permitted as a principal use, provided

1. The total number of restaurants within the Union Street Special Use District, including the proposed establishment, does not exceed 40 (a number equivalent to 1 establishment for each 300 front feet of C-2 property).
2. Gross floor area does not exceed 2500 square feet.
3. Commercial frontage does not exceed 25 feet along Union or Fillmore Street.
4. No areas which could be used for any outdoor activity are provided except along the commercial frontage.
5. No parking is provided on site.
6. Proposal conforms with Guidelines.

Permitted as a conditional use, provided

1. Gross floor area does not exceed 5000 square feet.
2. Commercial frontage does not exceed 30 feet along Union or Fillmore Street.
3. No parking is provided on site.
4. Proposal conforms with Guidelines.

FAST FOOD ESTABLISHMENTS

New establishments and alterations involving expansion of occupied floor area, permitted as a principal use, provided

1. The total number of fast food establishments within the Union Street Special Use District, including the proposed establishment, does not exceed 6 (a number equivalent to 1 establishment for each 2000 front feet of C-2 property).
2. Gross floor area does not exceed 2500 square feet.
3. Commercial frontage does not exceed 25 feet along Union or Fillmore Street.
4. No areas which could be used for any outdoor activity are provided except along the commercial frontage.
5. No parking is provided on site.
6. No automobile drive-up facilities are provided.
7. Proposal conforms with Guidelines.

Permitted as a conditional use, provided

1. Gross floor area does not exceed 5000 square feet.
2. Commercial frontage does not exceed 30 feet along Union or Fillmore Street.
3. No parking is provided on site.
4. No automobile drive-up facilities are provided.
5. Proposal conforms with Guidelines.

FINANCIAL INSTITUTIONS

New establishments and alterations involving expansion of occupied floor area, permitted as a principal use, provided

1. The total number of financial institutions within the Union Street Special Use District, including the proposed establishment, does not exceed 8 (a number equivalent to 1 establishment for each 1500 front feet of C-2 property).
2. Gross floor area does not exceed 2500 square feet.
3. Commercial frontage does not exceed 25 feet along Union or Fillmore Street.
4. No parking is provided on site.
5. No automobile drive-up facilities are provided.
6. Proposal conforms with Guidelines.

Permitted as a conditional use, provided

1. Gross floor area does not exceed 7500 square feet.
2. Commercial frontage does not exceed 50 feet along Union or Fillmore Street.
3. No parking is provided on site.
4. No automobile drive-up facilities are provided.
5. Proposal conforms with Guidelines.

ENTERTAINMENT ESTABLISHMENTS

New establishments and alterations involving expansion of occupied floor area, permitted as a conditional use, provided

1. Gross floor area does not exceed 5000 square feet.
2. Commercial frontage does not exceed 30 feet along Union or Fillmore Street.
3. No parking is provided on site.
4. Proposal conforms with Guidelines.

HOTELS

Permitted as a principal use, provided that the total number of rooms or suites of rooms does not exceed 5 per establishment.

PARKING LOTS AND GARAGES

Permitted as a conditional use, provided proposal conforms with Guidelines.

OTHER RETAIL AND COMMERCIAL USES

New establishments and alterations involving expansion of occupied floor area, permitted as a principal use, provided

1. Gross floor area does not exceed 2500 square feet.
2. Commercial frontage does not exceed 25 feet along Union or Fillmore Street.
3. No parking is provided on site.
4. No automobile drive-up facilities are provided.
5. No areas which could be used for any outdoor activity are provided except along commercial frontage.

Permitted as a conditional use, provided

1. Gross floor area does not exceed 7500 gross square feet.
2. Commercial frontage does not exceed 50 feet along Union or Fillmore Street.
3. No automobile drive-up facilities are provided.
4. Proposal conforms with Guidelines.

UPPER STORY USES

New establishments and alterations involving expansion of occupied floor area, permitted as a principal use

1. Residential units, subject to applicable Planning Code standards for residential development.
2. Hotels and similar establishments, provided that the number of rooms or suites of fooms does not exceed 5 per establishment.
3. Offices, including medical and other professional offices, provided that gross floor area does not exceed 1000 square feet per establishment.
4. Business and personal services, provided that gross floor area does not exceed 1000 square feet per establishment.
5. Other retail, provided that gross floor area does not exceed 1000 square feet per establishment.

APPENDIX

I. Board of Supervisors, Ordinance No. 558-77, establishing moratorium on approval of permits for bars, restaurants, and other places of entertainment for a one-year period effective January 22, 1978, through January 22, 1979.

II. City Planning Commission Resolution No. 7941, instituting a policy of discretionary review to monitor all building activity which might have a bearing on the future character of Union Street.

III. Alcoholic Beverage Control Act,
Section 61.3 - Undue Concentration
Section 61.4 - Proximity to Residence

IV. Letters from neighborhood resident and merchant associations describing the scope of their membership, their reasons for participating in the study, statements of concern and proposals submitted for amelioration of Union Street issues.

V. Definitions for Union Street Special Use District.

VI. Location and Development Guidelines for Proposed New or Expanded Uses in Neighborhood Commercial Area.

As amended in Committee 11/15/77

FILE NO. 396-77

ORDINANCE NO. 558-77

APPENDIX I.

TEMPORARILY PROHIBITING THE APPROVAL OF PERMITS FOR THE ESTABLISHMENT OF AMUSEMENTS, PLACES OF ENTERTAINMENT, DANCE HALLS, CABARETS AND RESTAURANTS ON THAT PORTION OF UNION STREET BETWEEN STEINER STREET AND VAN NESS AVENUE AND ON THAT PORTION OF FILLMORE STREET BETWEEN UNION AND LOMBARD STREETS FOR ONE YEAR; PROVIDING FOR DEFINITIONS AND A SEVERABILITY CLAUSE.

Be it ordained by the People of the City and County of San Francisco:

Section 1. Purpose and Findings. The Board of Supervisors, after consideration of the many complaints from citizens residing in or about the environs of Union Street, between Steiner Street and Van Ness Avenue and Fillmore Street, between Union and Lombard Streets, and after considering testimony for and against the imposition of controls upon the proliferation of restaurants, places of entertainment, dance halls, discotheques and bars in said area, makes the following findings:

A. The City and County of San Francisco is currently engaged in the study of the question whether a special use district should be established for all places of entertainment, restaurants, dance halls (including discotheques) and bars within that area of Union Street bordered on the East by Van Ness Avenue and on the West by Steiner Street and that area of Fillmore Street bordered on the South by Union Street and on the North by Lombard Street.

B. For the purposes of this ordinance, the following definition shall apply:

(1) Cabaret. Every premise to which members or patrons are admitted between the hours of 2:00 a.m. and 6:00 a.m. which serves food, beverages, or food and beverages, including but not limited to, alcoholic beverages, for consumption on the premises or wherever entertainment as defined herein

is presented, furnished or occurs upon the premises.

(2) Dance. Any gathering of persons in or upon any premises, other than a private home or residence, where dancing is engaged in or occurs upon the premises.

(3) Dance Hall. Any building or place in which a dance is held.

(4) Discotheque. A dance hall as defined herein.

(5) Entertainment. Any act, play, review, pantomime, scene, song, dance act, song and dance act, or poetry recitation, conducted or participated in by any person, whether or not for renumeration. "Entertainment" also includes a fashion or style show, except when conducted by a bona fide nonprofit club or organization as a part of the social activities of such club or organization, and when conducted solely as a fundraising activity for charitable purposes.

(6) Restaurant. Any coffeeshop, cafeteria, short-order cafe, luncheonette, tavern, cocktail lounge, sandwich stand, soda fountain, in-plant or employee eating establishments and any other eating establishment, organization, club, including Veterans' Club, boardinghouse, guest-house, caterer, which gives, sells or offers for sale, food to the public, guests, patrons, or employees as well as kitchens or other food preparation areas in which food is prepared on the premises for serving or consumption on or off the premises, and requires no further preparation and also includes manufacture of perishable food products that prepare food on the premises for sale directly to the public. The term "restaurant" shall not include itinerant restaurants, cooperative arrangements made by employees who purchase food or beverages for their own consumption and where no employee is assigned full time to care

for or operate equipment used in such arrangement, or private homes; nor shall the term "restaurant" include churches, church societies, private clubs or other nonprofit associations of a religious, philanthropic, civic improvement, social, political, or educational nature, which purchase food, food products, or beverages or which receive donations of food, food products, or beverages for services without charge to their members, or for service or sale at a reasonable charge to their members or to the general public at occasional fund-raising events, for consumption on or off the premises at which the food, food products, or beverages are served or sold, if the service or sale of such food, food products or beverages does not constitute a primary purpose or function of the club or association, and if no employee or member is assigned full time to care for or operate equipment used in such arrangement.

C. That said area of Union Street between Steiner Street and Van Ness Avenue and Fillmore Street between Union Street and Lombard Street comprises a strip of land eleven (11) city blocks in length.

D. That the residents and merchants residing and doing business in said eleven block area of Union Street and Fillmore Street and merchant and residential associations, councils and other groups have expressed great concern and alarm over the proliferation of restaurants and discotheques in the area and the resulting problems of noise, scarcity of parking for residents of the area, street and sidewalk congestion and the general reduction in the quality of residential life.

E. That a survey conducted by the Golden Gate Valley Neighborhood Association indicates that there are approximately five thousand (5,000) seats in restaurants alone as defined herein in this eleven

block area of Union and Fillmore Streets.

F. That the exemption of retail establishments of five thousand (5,000) square feet or less from parking requirements imposed by the City Planning Code (Part II, Chapter II of the San Francisco Municipal Code), coupled with the change in use from retail establishments to restaurants and places of entertainment, has placed a greatly increased burden on the existing, limited, parking facilities in the surrounding area.

G. That this increased burden has resulted in increased violations of parking and traffic violations set forth in the Traffic Code (Part II, Chapter XI of the San Francisco Municipal Code)

H. That a substantial number of the existing restaurants, dance halls or discotheques, and places of entertainment in the area open into the interior of city blocks which are residential in use and cause noise and odors which are disturbing to the public peace in the area, particularly to the peace and sleep of those persons residing on the twenty two city blocks surrounding the said eleven-block frontage of Union and Fillmore Streets.

I. That the aforementioned study may include, among other subjects, a consideration of the means, degree and extent to which the establishment of a special district in the area will lessen any adverse effects upon the surrounding residential areas or, at a minimum, limit the increase of such adverse effects.

J. In order to provide a reasonable period of time for such study, and for implementation of the recommendations of such study, and in order to prevent the frustration of the results of such study by the approval of the location of said enterprises which may be in conflict with the regulations which may ultimately be adopted by ordinance, and for the purpose of protecting the public safety, health and welfare, the Board of Supervisors finds that the adoption

of this ordinance is necessary.

Section 2. No permit for any restaurant, place of entertainment, cabaret, dance hall or discotheque as defined herein shall be approved for location on Union Street between Steiner Street and Van Ness Avenue and Fillmore Street between Union and Lombard Streets during the effective date of this ordinance.

Section 3. The Board of Supervisors hereby finds and determines that this ordinance is necessary because to permit the approval of the location of restaurants, places of entertainment, cabarets, dance halls or discotheques during the consideration of possible adoption of new zoning regulations applicable to permits for such uses or other regulation of the odd traffic congestion, parking associated with, and operation of such uses would be in derogation of the benefits to be derived from the study referred to above, and from the adoption of any regulation recommended thereby.

Section 4. This ordinance shall expire by its own terms one (1) year after its effective date, unless sooner terminated or extended by action of the Board of Supervisors.

Section 5. Severability. If any section, subsection, subdivision, paragraph, sentence, clause or phrase of this ordinance or any part thereof, is for any reason held to be unconstitutional or invalid or ineffective by any court of competent jurisdiction, such decision shall not effect the validity or effectiveness of the remaining portions of this ordinance or any part thereof. The Board of Supervisors hereby declares that it would have passed each section, subsection, subdivision, paragraphs, sentences, clauses or phrases be declared unconstitutional or invalid or ineffective.

APPROVED AS TO FORM:

THOMAS M. O'CONNOR
City Attorney
By [illegible]

Passed for Second Reading
Board of Supervisors, San Francisco
DEC 5 - 1977

Ayes: Supervisors Barbagelata, Feinstein, Francois, Gonzales, Kopp, Lau, Molinari, Murphy, Nelder, Pelosi, Tamaras.

~~None Supervisors~~

~~Absent Supervisors~~

[illegible] Clerk

398-77
File No.

DEC 23 1977
Approved

Read Second Time and Finally Passed
Board of Supervisors, San Francisco
DEC 12 1977

Ayes: Supervisors Barbagelata, Feinstein, Francois, Gonzales, Kopp, Lau, ~~Molinari~~, Murphy, Nelder, ~~Pelosi~~, Tamaras.

~~None Supervisors~~

Absent: Supervisors MOLINARI · PELOSI

I hereby certify that the foregoing ordinance was finally passed by the Board of Supervisors of the City and County of San Francisco.

[illegible] Clerk

[illegible]
Mayor

APPENDIX II.

SAN FRANCISCO

CITY PLANNING COMMISSION

RESOLUTION NO. 7941

WHEREAS, Widaspread concerns have becn expressed by both residents and merchants in the vicinity of Union Streat betwean Van Ness Avenue and Steinar Street, and Fillmore Street batwaen Union and Lombard Streets about the detrimantal effects caused by various new buildings and modifications of existing buildings and uaes on these two commercially zoned streets; and

WHEREAS, The Board of Suparvisors, adopted Ordinance No. 558-77, effective January 12, 1978, establishing a one year prohibition on the approval of permits for the establishment of amusements, places of entartainmant, dance halls, cabarats and rastaurants on said two streets;

WHEREAS, Said Board of Supervisors action repreaents only a partial control over the types of changes which are occurring on said streets that have caused widaspread public concern; and

WHEREAS, The Department of City Planning is currently engaged in the study of tha question whather a special uao district should be established for said streats to provida more adaquata regulation of development; and

WHEREAS, In December 1977 the City Planning Commisaion publicly indicatad its intention to provide during the course of thc Departments' study appropriate protaction to the existing development and usas along Union and Fillmore Streets and adjacent residantial areas through Commiasion roview undar its Discrationary powers of building permit applications filed for proporties coverad by Board of Supervisor's Ordinanca No. 558-77, but did not adopt a formal resolution for thia purpoae at that time; and

WHEREAS, Members of the public have expressed a desire tbat said Commisaion intantiona be committed to a Resolution;

THEREFORE BE IT RESOLVED, That the City Planning Commission finda that the public necesaity, convenienco and general welfare raquire tbat the Commisaion hereby establish a policy of reviewing under its discretionary powera all applications for new, enlarged or modified buildings and all new or converted uses on property within tbe C-2 Zoned district along Union Street batween Van Ness Avenua and Steiner Streat and along Fillmore Street botween Lombard and Union Streets, wbich in tbe opinion of the Department of City Planning might be detrimental to the character and stability of this commercial and adjacent rcaidential area; and furthermore requasta that tbe Department of City Planning bring to the Commisaion's attantion for poasibla discretionary review all other applications filed for the purpose of astablishing new uses, or convert or physically expand existing uses in said C-2 zoned area.

I hereby certify that the foregoing Resolution was ADOPTED by the City Planning Commiasion at ita regular meeting of April 20, 1978.

Lee Woods
Sacretary

AYES: Commiasionera Bierman, Elliott, Nakashima, Rosenblatt, Starbuck.

NOES: None.

ABSENT: Oomniaaionera Carey Dearman.

PASSED: April 20, 1978.

ALCOHOLIC BEVERAGE CONTROL ACT

SECTION 22 OF ARTICLE XX OF THE CONSTITUTION OF CALIFORNIA AND

Chapter 1, Title 4, California Administrative Code

61.3

Undue Concentration. For the purpose of Section 23958 of the Alcoholic Beverage Control Act, undue concentration includes, but is not limited to, conditions set forth below:

The applicant premises for an original or premises-to-premises transfer of any retail license is located in a crime reporting district which has a 20% greater number of reported crimes than the average number of reported crimes as determined from all crime reporting districts within the jurisdiction of the local law enforcement agency if either of the following conditions exist:

(a) The ratio of on-sale retail licenses to population in the census tract or census division in which the applicant premises is located exceeds the ratio of on-sale retail licenses to population in the county in which the applicant premises is located.

(b) The ratio of off-sale retail licenses to population in the census tract or census division in which the applicant premises is located exceeds the ratio of off-sale retail licenses to population in the county in which the applicant premises is located.

Notwithstanding the above, the department may issue a license if the applicant shows that public convenience or necessity would be served by such issuance.

NOTE: Authority cited: Section 25750, Business and Professions Code and Section 22 of Article XX, California Constitution. Reference: Section 23958, Business and Professions Code.

History: 1. New section filed 8-1-77; effective thirtieth day thereafter (Register 77, No. 32). For history of former section, see Register 61, No 20.

61.4

Proximity to Residences. The department may deny original issuance or premises-to-premises transfer of any application for a retail license when the premises to be licensed, or any parking lot operated in conjunction therewith, is located within 100 feet of a residence unless the applicant can establish that the operation of the business would not interfere with the quiet enjoyment of the property by residents.

Distances provided for in this rule shall be measured by airline from the closest point of a residence to the closest edge of the parking lot or to the closest point of the premises, whichever distance is the shorter.

NOTE: Authority cited: Section 25750, Business and Professions Code and Section 22 of Article XX, California Constitution. Reference: Section 23958, Business and Professions Code.

History: 1. New section filed 8-1-77; effective thirtieth day thereafter (Register 77, No. 32). For history of former section, see Register 61, No 20

Listed below are the various types of retail licenses issued by the Department and each license privilege:

20 – Off-sale beer and wine license
Authorizes the sale of beer and wine for consumption off the premises where sold.

21 – Off-sale general license
Authorizes the sale of beer, wine, and distilled spirits for consumption off the premises where sold.

40 – On-sale beer license
Authorizes the sale of beer for consumption on the premises where sold and the sale of beer for consumption off the premises where sold.

61 – On-sale beer license for public premises
Authorizes the sale of beer for consumption on the premises wherein no person under 21 years of age is allowed, plus the sale of beer for consumption off the premises where sold.

41 – On-sale beer and wine license
Authorizes the sale of beer and wine for consumption on a bona fide public eating place type premises plus the sale of beer and wine for consumption off the premises where sold.

42 – On-sale beer and wine license (public premises)
Authorizes the sale of beer and wine for consumption on the premises wherein no person under 21 years of age is allowed plus the sale of beer and wine for consumption off the premises where sold.

47 – On-sale general license
Authorizes the sale of beer, wine, and distilled spirits for consumption on a bona fide public eating place type premises plus the sale of beer and wine only for consumption off the premises where sold.

48 – On-sale general license (public premises)
Authorizes the sale of beer, wine, and distilled spirits for consumption on the premises wherein no person under 21 years of age is allowed plus the sale of beer and wine only for consumption off the premises where sold.

APPENDIX IV.

OUTLINE RECEIVED FROM UNION STREET ASSOCIATION, APRIL 1978

The Planning/Zoning Committee of the Union Street Association met March 27, 1978 and agreed on the following list of concerns to be included in an overall study of Union Street/Cow Hollow area.

1. Goal is to keep a balanced neighborhood -- balance between day and night-time activity; shops and bars and restaurants. (The moratorium on liquor licenses meant to stop the sale or rental of property to bars and restaurants at expense of soft goods which would result in an evening-entertainment strip and lose neighborhood services, day time activities.)

2. Balance of Financial and Fast Food operations. (Questions of how to accomplish balance. Will we need a number of special ordinances against a variety of problems or can we create a neighborhood/conservation district that would include all of these concerns?)

3. Parking and Transportation. Objectives -- to keep parking garages we now have, increase garages if possible, keep direct transportation with downtown area (45) Valet parking question -- white zones

4. Architectural and Design Control --
   a. As the charm and amenities of the street are part of its economic attraction, everyone has an interest in preserving the older buildings, keeping watch over new construction, etc.
      1) explore neighborhood controls/conservation district in Portland
      2) explore Nevada City historical ordinance
      3) Contact Heritage who proposed such a district at one of the zoning hearings
      4) Street furniture - benches, trash cans; street trees -- what can be obtained from city, what can we purchase CDBG
      5) Study design of what we have -- historically codify it and come up with suggestions for preservation. (Judy Waldhorn)

5. City Services
   a. Fire
   b. Police (including street panhandling)
   c. Street cleaning

6. Entertainment and dancing licenses -- limit them. Police recommend none.

7. Overall zoning. Concerned about the C-2 zoning now covering the area. This does not offer us protection for older buildings as it encourages the removal of small units and the erection of large square foot space that can destroy the quality of the street. Not happy with RC3 -- but perhaps need some kind of combination -- and some interim protection until full study is completed.

Note -- one of the concerns about RC zoning is that it specifically prohibits parking structures or facilities. Examples of problems with current zoning -- building in 1700 block wherein tenants (residential) are evicted every time they find someone to rent a garage -- and space turned into offices.

Committee would like to have a copy of the ordinance which makes it possible to rebuild to the present use in case of an act of God.

Discussion of filing downzoning for area to protect it during interim period.

Cow Hollow Improvement Association
Golden Gate Valley Neighborhood Association
Pacific Heights Neighborhood Council
Pacific Heights Residents Association

26 June 1978

Ms. Robin Jones
Department of City Planning
100 Larkin Street
San Francisco, California 94102

Dear Ms. Jones:

Representatives of the Cow Hollow Improvement Association, the Golden Gate Valley Neighborhood Association, the Pacific Heights Neighborhood Council, and the Pacific Heights Residents Association (the four neighborhood resident associations in the Union Street area) are jointly responding to your department's request (as contained in the recent letter from Planning Director Okamoto) for an appraisal of the problems in this location. As requested, we are assisting you with Phases I and II of the work program for the Union Street Study. Our commentary consists of an assessment of the area's problems from the residents' standpoint, as far as cause and effect is concerned. However, we feel that future solutions to these problems should benefit both merchant and resident since the success of the Union Street commercial activity depends to a great extent on the quality of the surrounding residential neighborhood.

During the past ten years in the Union Street area, we have seen the disappearence of shops providing neighborhood services and an accelerating increase in the number of bars, restaurants, boutiques, clothing stores, etc. With some inconvenience, we now shop elsewhere when a neighborhood-service type shop is needed. Despite this change, many of us still appreciate the remnants of charm that exist on Union Street. What is unfortunate is the fact that as the number of commercial establishments increased, we, as residents, continue to increasingly experience the attendant problems that occur when greater and greater numbers of people (in more and more cars) arrive and depart from the commercial establishments. The situation is particularly aggravating when one realizes that the parking demands placed upon the neighborhood were ignored as each commercial establishment came into being.

Due to these developments, we have been and are presently being deprived of the private and quiet enjoyment of our homes; and our properties have been subjected to much abuse.

As we have repeatedly described to the various boards and commissions of the City of San Francisco and the State of California, we are constantly (both day and night) beset with problems such as the following: lines of cars encircling our blocks in

search of elusive parking spaces, private driveways blocked, residential streets impacted with illegally parked cars by drivers who gave up in desperation, large numbers of departing restaurant and bar patrons disturbing the neighborhood at all hours with loud and rude behavior, deposits of liquor bottles on public and private property, people urinating and defecating in residents' doorways, dogs left to howl in cars or tied outside bars, street trees and other public and private property vandalized, loud music from both street musicians and places of entertainment heard in our homes at all hours, etc.

We find both daytime and nighttime commercial establishments, which have been allowed to construct "activity areas" immediately adjacent to residential walls and windows (which may belong to someone's bedroom) and residential rear yards, to be another source of disturbance. These "activity areas" include outdoor dining areas, work areas, decks or platforms for employees and/or customers, spaces for unsightly and unsanitary accumulations of garbage, etc. These and other kinds of operations directly next to or near the back of a residence are nuisances. It is inevitable that there are poor housekeepers and managers among the commercial tenants which aggravates further the impact of these nuisances on the residents. Some of these commercial tenants make false promises to residents about mitigating the effects of the nuisances; and, in other cases, agreements regarding nuisances between commercial and residential tenants are interrupted by changeover in personnel. We feel these are reasons enough not to permit commercial establishments to practice these bad habits in close proximity to a residence.

Inferior and improperly installed mechanical equipment such as air conditioners and ventilators on commercial buildings often create offensive noises and odors for the nearby residents. We find that the rear yards and rear rooms of some residential properties have been destroyed as far as the residents' "quiet enjoyment" of their homes is concerned. This is a true deprivation when the back of a home is the only refuge from a noisy street at the front.

In order to deal with the area's problems, it has been necessary for both members and non-members of neighborhood assuciations to take a great deal of time away from careers and other responsibilities to constantly keep informed of new developments in the area. Residents have to be in a constant state of readiness in order to be organized and mobilized (another time consuming task) to make sure they are properly and effectively represented at numerous and lengthy public hearings. This process breeds an attitude of frustration and resentment on the part of the resident toward the City government and its weak zoning codes and towards landlords of commercial properties who are seemingly indifferent to residents and concerned only with profit.

We feel that the invasion into our residential area of the "fallout" from the commercial strip is the destroying force in our neighborhood. Had proper planning codes existed, our current problems would never have developed. Some protection is desperately needed in order to preserve the remaining livability of the area and to encourage people to remain as residents. We need complete recognition of our problems and an assurance that a "Special District" will be created which will emphasize protection through tighter codes, enforcement of all codes, and an insulation of the resident from the nuisance aspects of all types of commercial development. Our concerns are with both present and future commercial developments which could possibly be

directly or indirectly guilty of the offenses we have described.

Attached is a copy of our year-old statement which contains some of our ideas for effective control of the Union Street area.

We have not attempted to list and prioritize our problems at this time as you requested because we feel that they are all important, and they are by nature a collection of interdependent problems which cannot be treated individually. Any solutions that will attempt to deal with one particular problem will probably either reinforce or handicap those intended to deal with other problems. The "package" of solutions must be derived with complete consideration of the "package" of problems.

It is not our intention to destroy the commercial life of Union Street. However, if it comes to a choice between the success of the commercial activities and our ability to enjoy our homes, then we will have no choice but to act in favor of our homes.

Sincerely,

Members of the "Union Street Committee" representing the residential neighborhood associations of the area

William S. Clark
President, Cow Hollow Improvement Association

Evelyn Alexander
Member, Pacific Heights Neighborhood Council

Robert E. David
President, Golden Gate Valley Neighborhood Association

Shirley E. Jacobs
Vice President, Golden Gate Valley Neighborhood Association

L. M. Kahn
Member of the Board, Pacific Heights Residents Association

Enclosures

June 1977

PROPOSED UNION STREET SPECIAL DISTRICT

It is proposed that the Pacific Heights Association, the Cow Hollow Improvement Association, the Golden Gate Valley Neighborhood Association, the Union Street Association, Inc. and the Pacific Heights Neighborhood Council join together in a request to the Planning Commission and the Board of Supervisors that a Union Street Special District be created.

The first purpose of the Special District is to declare an immediate moratorium on the further development of bars and restaurants in the area. The present bars and restaurants have transferred a useful neighborhood shopping center into an uncontrolled regional eating and drinking center with the attendant displacement of hard and soft goods retail establishments. This has seriously dislocated the services and functions of Union Street and affects the adjacent residential areas adversely causing a radical decline in living amenities. Now, evidence is clearly available confirming a rental price displacement of hard and soft goods uses by restaurants and bars. Recently, attempts have been made to establish nightclubs. The impact of this recent growth on the residents of the area has been sharp and unpleasant for a number of specific reasons which can be mitigated without freezing desired commercial development by creating a special Union Street District that would require the following:

Off-Street Parking:

By exempting retail establishments of 5,000 square feet or less from normal parking requirements, it seems likely that the Planning Commission used as its frame of reference national parking standards for dry goods retail outlets of 4 to 5 vehicle spaces per 1,000 square feet of selling area. In such an event, on-street spaces might, with some discomfort and inconvenience to residents, suffice. With the change in use from retail use to bars and restaurants, however, parking demand tripled. That such an increase was bound to occur can be seen simply by comparing the National Academy of Science's parking standards for bar-restaurants uses of 7 to 15 spaces per 1,000 square feet of area with the 4 to 5 spaces they say are required for conventional retail activities. Thus, every conversion of an antique store or clothing shop to a bar or restaurant doubles or triples parking demand. A Golden Gate Valley Neighborhood survey counted at least 5,000 seats in bars and restaurants in this area (if one includes two neighborhood theaters, the total is 6,000).

Already established bars and restaurances along Union Street now create an almost unpolliceable congestion that induces the most blatant violations of the existing parking and traffic regulations. Retroactive parking requirements can probable not be established. Therefore, it is incumbent upon the municipality to take vigorous, immediate steps to provide off-street parking spaces in parking structures in order to relieve this unbearable congestion. Not only should the spaces take into consideration commercial users but also the illegal parking caused to adjacent residential streets and properties.

> **REQUIREMENT:** Undertake provision of off-street parking spaces through the construction of one or more public parking structures in Commercial Zoning to correct parking balance.

Noise Abatement

Bars and restaurants create noise (particularly from the kitchen end which usually opens into the interior of blocks, half or more of which are surrounded by the back bedrooms of residential buildings). Late hour operation of these establishments means bright lights and sharp, abrupt noises (dumping cartons of bottles into scavengers' bins) and disturbing to peace and sleep. Restaurants also create odors and yet more noise from kitchen vents. It is technically and economically quite feasible to furnish and operate a restaurant in such a way that no discernible noise from the operation at the property line exceeds background ambient sounds.

> **REQUIREMENT:** Prohibit any new commercial establishments from creating any discernible noise above the ambient level at 10:00 a.m. beyond their own property line.
>
> Noise created by the storage or collection of debris or rubbish shall in no event be created between the hours of 10:00 p.m. and 8:00 a.m.
>
> Commercial establishments in full legal operation at the time this ordinance becomes law shall have one year from the effective date of said ordinance to comply with all provisions and requirements set forth herein.

Odor Abatement

As restaurants have proliferated, so have their kitchen vents and odors emanating therefrom. Again, modern technology with filters and scrubbers can eliminate these odors.

> **REQUIREMENT:** All restaurants to install fume and odor traps.

Outdoor Activities

Almost every commercial activity along Union and Fillmore Streets intrudes into a block which is partially residential. There has been an increasing trend to establish food operations and food service activites in the interior of some of these partially residential blocks. Notwithstanding the attractiveness of this concept, it can only be accomplished at the expense of the peace and quiet of adjacent residents.

> **REQUIREMENT:** Prohibit any outdoor activites of any kind in blocks where 10% or more of the structures are used as dwelling units.

Zoning for Special District

The permanent zoning for the Union Street Special District shall be equivalent to the R3-C zoning and shall be by conditional use.

APPENDIX V.

Definitions for
UNION STREET SPECIAL USE DISTRICT

BAR

A drinking establishment with one of the following Alcoholic Beverage Control licenses:

61 - On sale beer (public premises, no person under 21 years)
42 - On sale beer and wine (public premises, no person under 21 years)
48 - On sale general (public premises, no person under 21 years)

ENTERTAINMENT ESTABLISHMENT

Any establishment which may offer entertainment or in which a dance is held. Entertainment includes any act, play, review, pantomine, scene, song, dance act, song and dance act, poetry recitation, or other "live" performance; any combination of "live" performance and multimedia, including film performance; any playing upon or use of any instrument that is capable of making musical or percussion sounds, or any instrument or device that is capable of producing or reproducing sound.

RESTAURANT

An eating establishment which sells food for consumption on the premises.

Includes restaurants with the following Alcoholic Beverage Control licenses:

40 - On sale beer
41 - On sale beer and wine (bona fide public eating place)
47 - On sale general (bona fide public eating place)

Includes fast food establishments and establishments with take out service if there is also space for consumption of food on the premises. Such establishments are also subject to standards for fast food establishments.

Does not include fast food establishments which do not provide any interior or exterior seating area, such as grocery stores, ice cream stores, or other retail food stores.

FAST FOOD ESTABLISHMENT

Any establishment which offers for sale prepared food for consumption off the premises.

A fast food establishment which also provides space for consumption of food on the premises shall also be subject to standards set forth for restaurants.

FINANCIAL INSTITUTIONS

Any bank, savings institution, loan company, savings and loan institution, thrift plan, credit union or any establishment for the custody, loan, exchange or issue of money, for the extension of credit or for facilitating the transfer of funds; or any financial office as further defined in the United States Code or the California Financial Code.

OUTDOOR ACTIVITY

Outdoor activity includes but is not limited to sitting, eating, drinking, dancing, food preparation, parking, storage of food, supplies, garbage or other materials.

APPENDIX VI.

DRAFT 3/30/79

LOCATION AND DEVELOPMENT GUIDELINES FOR PROPOSED NEW OR EXPANDED USES IN UNION STREET SPECIAL USE DISTRICT

Amendments to the Planning Code which create a Special Use District for Union Street impose a system of quotas which establishes the maximum number of restaurants, bars, fast food establishments, and financial institutions permitted without special review by the City Planning Commission.

Applications to establish a business in one of those categories over and above the quota may be made to the City Planning Commission for conditional use approval. In addition, other retail and personal service establishments are subject to conditional use approval when they exceed floor area and street frontage thresholds. Places of entertainment, parking lots and garages are not permitted as a principal use in the district but may be the subject of a conditional use application.

What will be the criteria for a conditional use to be approved by the City Planning Commission? Section 303 of the Planning Code states that a conditional use may be authorized when certain general conditions are met. (See Code Section, attached.)

While flexibility and attention to the special character of a given application are promoted in all such cases which are subject to public hearing before the Commission, it should be demonstrated that the new business establishment or expansion is <u>not</u> intended to:

> attract a major part of its clientele from beyond the neighborhood district in which it is located;
>
> displace viable existing commercial establishments, particularly those which are neighborhood-serving in the goods or services they provide;
>
> promote an increase in traffic congestion or parking demand;
>
> disrupt or distract from the tranquil pursuit of life in an adjacent residential district by noise, odors, light or visual display which may emanate from the establishment, or which, by its hours of operation in the late night or very early morning, would tend to disturb rest.

CRITERIA FOR SITE SELECTION

1. In general, establishments having more than 5000 square feet of gross floor area on the ground floor are inappropriate in neighborhood commercial districts.

2. The removal of housing units or the removal of small, viable, independent shops and businesses should be avoided whenever possible.

3. Existing structures in sound condition and of worthwhile architectural character should be reused to retain the unique character of a given district.

4. New structures should be designed to accomodate multiple uses, in order to minimize the effect of displacement and to offer the broadest opportunities for use.

5. Uses of a given type should not locate on blocks where a number of that same type of business already exist. A balance and variety of uses within a given block will be encouraged.

6. Businesses should not be oriented primarily toward persons arriving by automobile but should be geared toward pedestrians and those arriving by public transportation. Unless a clear and special need exists, parking should not be provided unless required by the City Planning Code (establishments greater than 5000 square feet of occupied floor area).

7. Applicants are encouraged to seek neighborhood support for their proposals by meeting with appropriate groups of local residents and merchants and addressing their concerns for a balanced and harmonious neighborhood shopping area to them.

CRITERIA FOR BUILDING DESIGN

8. Renovated or new building facades should display a harmony or sense of creative interplay with the existing building facades in the district, in order to help establish or reinforce an integrated character or image for that shopping district.

9. If compelling reasons indicate that an establishment should exceed the gross floor area recommended for that use, that frontage which is in excess of 30 feet on the ground level should be devoted to other retail business or personal service establishments or to entrances, show windows or other displays of such establishments.

10. Where a substantial length of windowless was is found to be unavoidable, eye-level display, a contrast in wall treatment, offset wall line, outdoor seating, and/or landscaping should be introduced to provide pedestrian scale and utility. Clear (untinted) glass should always be used at ground level.

11. In addition to conformity with Article 6 of the City Planning Code, signs and other forms of identification should be limited in number and size and be well integrated into the overall design. The use of signs, trademsrks, characteristic graphics or stsndard facade designs should be modified to achieve pertinence to a psrticular street and harmony with the overall streetscape.

12. Sites should be suitable landscaped. Even the most limited space can be enhanced with raised planting areas, window-boxes, trellises or other space-conserving mesns. Street trees should be provided of a characteristic type for the district.

13. The applicant is encouraged to employ the services of a qualified architect or other design professionsl in the development of the site and building design.

CRITERIA FOR OUTDOOR AREAS

14. Commercial uses are inappropriate in outdoor areas which abut residential uses at rearyard or sideyard and should be confined to the main street frontage unless means are employed to buffer the uses from each other. Architectural structures, walls, fences, landforms and/or landscaping may be used to sssure that noise, odor, light and visual distraction do not impinge on adjacent residential dwellings.

15. Noise, light and odors must be contained within the commercial premises at all times.

CRITERIA FOR PARKING AREAS

16. When an spplicant proposes on-site parking,a traffic study, prepared by a qualified person,may be required as a part of the Environmental Evaluation process to determine the effects of traffic that would be generated by the facility on transit snd pedestrian activity. If the need for parking is clearly established, the following guidelines will apply:

    a. Access and egress for parking lots should not occur on Transit Preferential Streets or streets having predominsntly residential use.

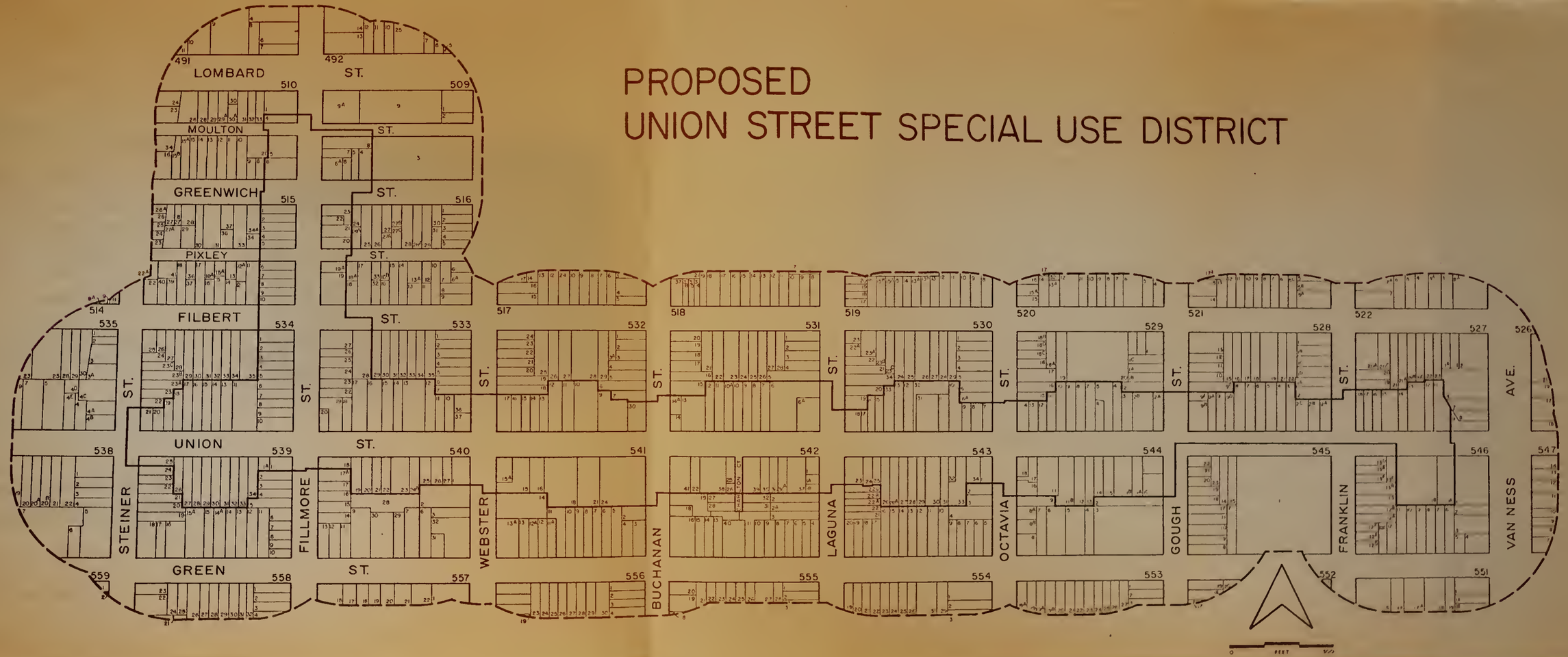
    b. To avoid an interruption of pedestrian oriented uses, parking should be placed behind, under or on top of the building, and then only if such placement would not have an adverse effect on adjacent residential properties.

    c. Curb cuts should be kept to a minimum.

    d. Any open automobile parking areas should be screened from residential uses and developed in accordance with policies set forth by "General Guidelines and Procedures for the Improvement of Exposed Parking Lots". In addition, parked cars should be screened from adjacent streets and properties by a solid fence or solid wsll at least 75% opaque, or a compact evergreen hedge st least 4 feet high along streets and 6 feet high along interior property lines. Planted screens should be plant materials which at maturity will be at least 4 feet in width with closely spaced shrubs at least 4 feet high. Planted areas should be bordered by concrete or masonry curbs at least 6 inches high.

17. "Drive-in" facilities should not be located in neighborhood shopping areas. For purposes of these guidelines, "drive-in" facilities are those which mske it possible for customers to carry out transactions at the facility without leaving their automobiles.

PROPOSED
UNION STREET SPECIAL USE DISTRICT



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